

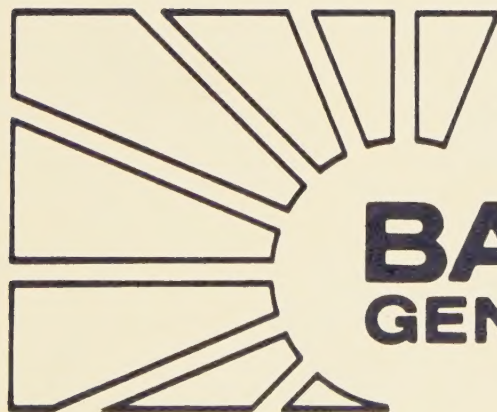
93 00311

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

MAR 3 1993

UNIVERSITY OF CALIFORNIA

HOUSING ELEMENT



BARSTOW
GENERAL PLAN

CITY OF BARSTOW

HOUSING ELEMENT UPDATE

November, 1989

Approved:

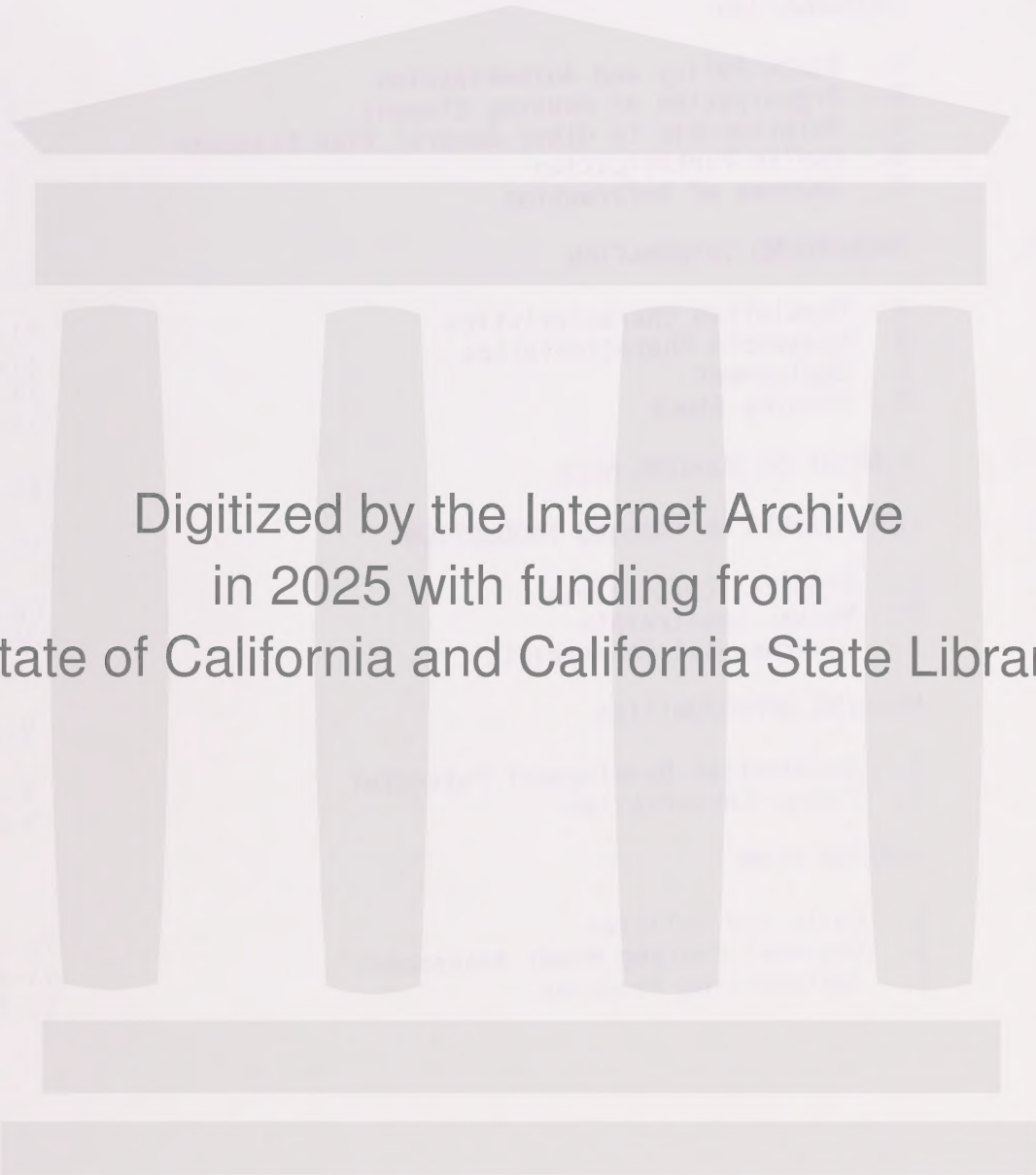
Planning Commission - June 26, 1989
City Council - November 20, 1989

Cotton/Beland/Associates, Inc.
1028 North Lake Avenue, Suite 104
Pasadena, California 91104

CITY OF BARSTOW
HOUSING ELEMENT UPDATE

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	I-1
A. State Policy and Authorization	I-1
B. Organization of Housing Element	I-1
C. Relationship to Other General Plan Elements	I-5
D. Public Participation	I-5
E. Sources of Information	I-5
II. BACKGROUND INFORMATION	II-1
A. Population Characteristics	II-1
B. Household Characteristics	II-8
C. Employment	II-19
D. Housing Stock	II-20
III. SUMMARY OF HOUSING NEED	III-1
IV. CONSTRAINTS ON HOUSING PRODUCTION	IV-1
A. Physical Constraints	IV-1
B. Market Constraints	IV-3
C. Governmental Constraints	IV-4
V. HOUSING OPPORTUNITIES	V-1
A. Residential Development Potential	V-1
B. Energy Conservation	V-2
VI. HOUSING PLAN	
A. Goals and Policies	VI-1
B. Regional Housing Needs Assessment	VI-4
C. Implementing Programs	VI-5



Digitized by the Internet Archive
in 2025 with funding from
State of California and California State Library

<https://archive.org/details/C124906889>

LIST OF TABLES

<u>Table</u>	<u>Page</u>
1 State Housing Element Requirements	I-3, I-4
2 Historic Population Figures	II-2
3 Population Trends: Barstow and San Bernardino County: 1970-2010	II-3
4 Age Characteristics	II-5
5 Race and Ethnicity: 1980 and 1988	II-6
6 Household Characteristics: 1980-1988	II-8
7 Household Characteristics by Subarea: 1988	II-9
8 Household Size: 1970-1988	II-10
9 Median Household Income: Barstow and Surrounding Areas, 1979 and 1988	II-11
10 Household Income: 1988	II-12
11 Income Groups: 1988	II-14
12 Lower Income Households Paying Greater Than 30% of Income for Shelter	II-15
13 Summary of Special Needs Groups: 1988	II-16
14 Housing Trends: Barstow and San Bernardino County 1980-1988	II-20
15 Housing Trends: 1980-1988	II-21
16 Age of Housing Stock: 1988	II-23
17 Housing Values: Barstow and Surrounding Areas, 1980	II-25
18 Monthly Rents: Barstow and Surrounding Areas, 1980	II-26
19 Monthly Rental Rates: 1988	II-27
20 Existing and Projected Housing Needs	III-2
21 Summary of Development Fees for Typical Single-Family Residential Projects	IV-6
22 Time Requirements and Fees for Project Processing	IV-7
23 Vacant Land Suitable for Residential Development	V-2

LIST OF FIGURES

<u>Figure</u>		<u>Page</u>
1	Regional Location Map	I-2
2	Subareas/Census Tracts	I-7
3	Race and Ethnicity	II-7
4	Housing Tenure	II-24

I. INTRODUCTION

The City of Barstow is located in the high desert in the western portion of San Bernardino County (see Figure 1). The City is approximately 70 miles north of the City of San Bernardino on I-15, a major freeway linking Southern California with points north and east. Barstow, along with the Victor Valley, are the only major concentrations of development in the western high desert area of the County.

Barstow was incorporated in 1947. Population in the City grew 17% between 1980 and 1988. This growth rate was much slower than that experienced by the County as a whole (38%), and reflects the fact that Barstow is separated from the urban growth center of San Bernardino-Ontario. The City is the focus of economic activity and growth in its area.

A. State Policy and Authorization

The California State Legislature has identified the attainment of a decent home and suitable living environment for every Californian as the State's major housing goal. Recognizing the important role of local planning programs in the pursuit of this goal, the Legislature has mandated that all cities and counties prepare a housing element as part of their comprehensive General Plans. Section 65302 (c) of the Government Code sets forth the specific components to be contained in a community's housing element. Table 1 summarizes these State requirements and identifies the applicable sections in the Barstow Housing Element where these requirements are addressed.

State law requires Housing Elements to be updated at least every five years to reflect a community's changing housing needs. Barstow's Housing Element was last updated in 1984. The City has prepared the following updated Housing Element in conformance with the July 1, 1989 deadline for jurisdictions within the SCAG region.

B. Organization of the Housing Element

The City of Barstow Housing Element is comprised of the following major components:

1. An analysis of the City's population, household and employment base, and the characteristics of the City's housing stock (Chapter II).
2. A summary of the present and projected housing needs of the City's households (Chapter III).
3. A review of potential constraints to meeting the City's identified housing needs (Chapter IV).
4. An evaluation of opportunities that will further the development of new housing (Chapter V).

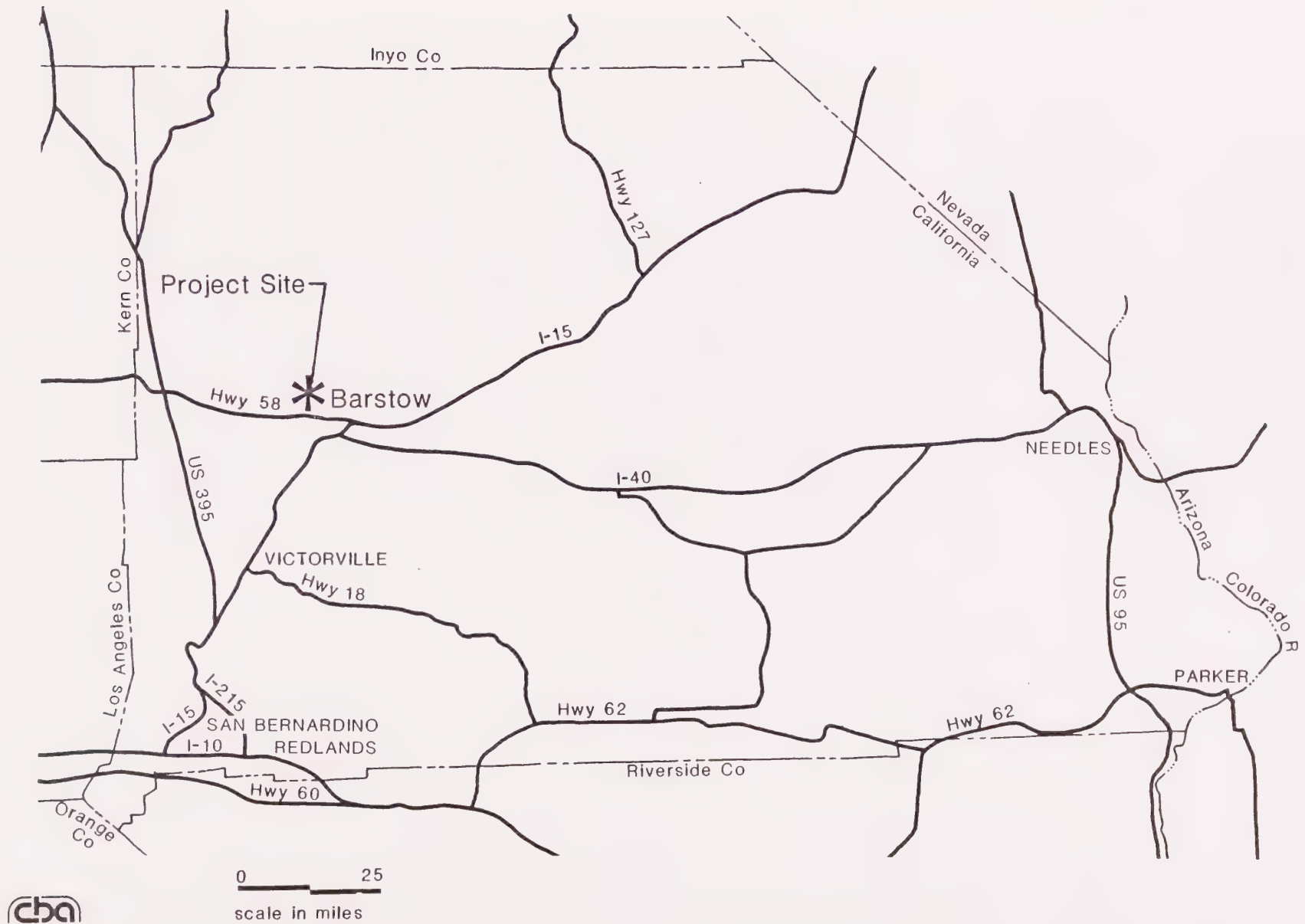


Figure 1
Regional Location Map

5. A statement of the Housing Plan to address Barstow's identified housing needs, including housing goals, policies and programs (Chapter VI).

TABLE 1
STATE HOUSING ELEMENT REQUIREMENTS

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
A. <u>Housing Needs Assessment</u>	
1. Analysis of population trends in Barstow in relation to regional trends	Chapter II, Section A
2. Analysis of employment trends in Barstow in relation to regional trends	Chapter II, Section C
3. Projection and quantification of Barstow's existing and projected housing needs for all income groups	Chapter III
4. Analysis and documentation of Barstow's housing characteristics including the following:	
a. level of housing cost compared to ability to pay;	Chapter II, Section B
b. overcrowding;	Chapter II, Section B
c. housing stock condition.	Chapter II, Section D
5. An inventory of land suitable for residential development including vacant sites and sites having redevelopment potential and an analysis of the relationship of zoning, public facilities and services to these sites	Chapter V, Section A
6. Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels	Chapter IV, Section C

TABLE 1
STATE HOUSING ELEMENT REQUIREMENTS
(continued)

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
7. Analysis of existing and potential nongovernmental and market constraints upon maintenance, improvement, or development of housing for all income levels	Chapter IV, Sections A,B
8. Analysis of special housing needs: handicapped, elderly, large families, female-headed households, farmworkers	Chapter II, Section B
9. Analysis concerning the needs of homeless individuals and families in Barstow	Chapter II, Section B
10. Analysis of opportunities for energy conservation with respect to residential development	Chapter V, Section B
<u>B. Goals and Policies</u>	
1. Identification of Barstow's goals and policies relative to maintenance, improvement, and development of housing	Chapter VI, Section A
<u>C. Implementation Program</u>	
An implementation program should do the following:	
1. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels	Chapter VI
2. Program to assist in the development of adequate housing to meet the needs of low-and moderate-income households	Chapter VI
3. Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement, and development of housing in Barstow	Chapter VI
4. Conserve and improve the condition of the existing affordable housing stock in Barstow	Chapter VI

C. Relationship To Other General Plan Elements

The six elements which comprise the Barstow General Plan are required by law to be internally consistent. Together these elements provide the framework for development of those facilities, services and land uses necessary to address the needs and desires of the City's residents. To ensure that these needs are clearly addressed throughout the General Plan, the elements must be interrelated and interdependent.

The Barstow General Plan, except for the Housing Element, has recently undergone a comprehensive update (12/87) and reflects current City policies. As such, this Housing Element Update builds upon the other General Plan elements and is entirely consistent with the policies and proposals set forth by the Plan.

D. Public Participation

The Housing Element of the City of Barstow for which the basic housing goals, objectives, policies and programs were formulated was prepared as part of a comprehensive General Plan Program. An advisory "Policy Plan Committee" representing all economic segments of the community assisted in the formulation of goals and objectives which went into the Housing Element. Committee meetings were open to the public, and public participation was encouraged.

Public Hearings are held annually on the City's participation in the Community Development Block Grant program of the County of San Bernardino. Housing needs are a major expenditure in the Block Grant program. The City participates in the Mortgage Revenue Bond Program of San Bernardino County. Resolutions of inducement have been approved for 432 apartment units to date under the program.

Two public hearings were held on this revision to the Housing Element (one before the Planning Commission and one before the City Council). Notification was published in the Desert Dispatch in advance of each hearing. In addition, copies of the Element were sent to the local school districts.

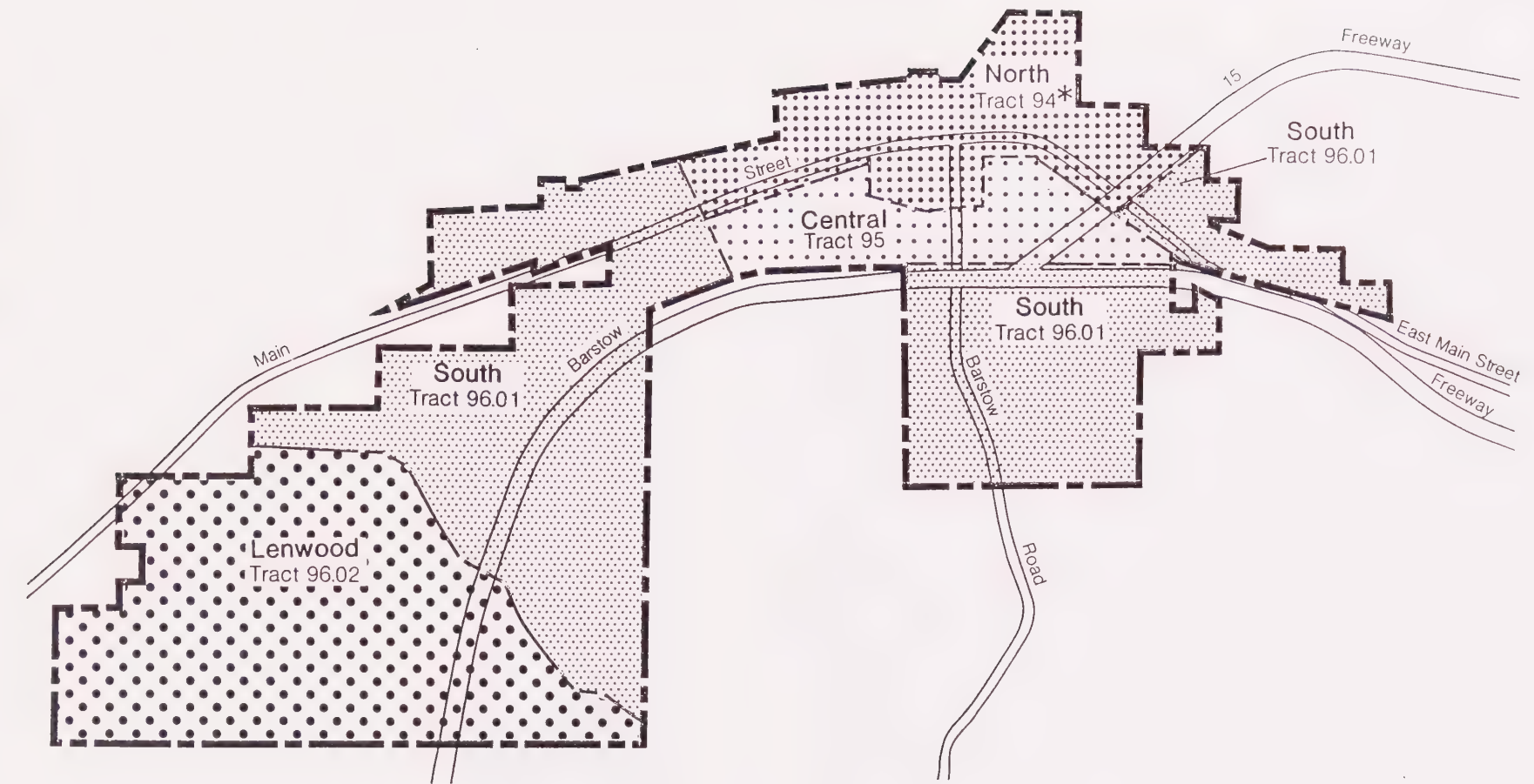
The City intends to continue to cooperate with the San Bernardino County Fair Housing Council and the San Bernardino County Housing Authority in promoting equal housing opportunity for all economic segments of the community.

E. Sources of Information

Several sources of information provided insights into recent demographic and housing trends that have taken place in the City. Data from the 1980 Census and from the City's 1985 Housing Element were used as the base year for comparison for many of the tables in this report. Current housing unit data was obtained from the Department of Finance, SCAG, and from City records and reports. Demographic and household information (e.g., current ethnic mix, age distribution) have primarily been obtained from estimates

prepared by Urban Decision Systems, Inc. (UDS). UDS annually prepares demographic/household updates based on data supplied by Federal, state, county and city sources. In order to ensure consistency with population and housing unit totals obtained from the department of Finance, slight adjustments were made to the UDS data to reflect these totals. Current income data for Barstow was obtained from a random telephone survey conducted of 200 households in the City by Consumer Research Consultants for the Victor Valley Daily Press. (The 200 household sample provides a 95 percent confidence level with probable error of plus or minus 7.1 percentage points). As the survey was conducted in 1987, income data was projected forward to 1988 values based on a 4% rate of inflation.

In addition to providing information on the citywide level, the City has been divided into four geographic subareas to allow comparison among different areas in Barstow. These subareas are comprised of North Barstow, Central Barstow, South Barstow, and Lenwood, and coincide with the City's census tract boundaries. (Refer to Figure 2.) Only those portions of census tracts which fall within the City boundaries are evaluated.



* Includes a Small Portion of Census Tracts 93 and 90.01

Figure 2
City of Barstow
Subareas/Census Tracts

II. BACKGROUND INFORMATION

A successful strategy for improving housing conditions must be preceded by an assessment of the housing needs of the community and region. This section discusses the components of housing need - that is, the trends in the City's population, households, and employment base and the type of housing available. Since these changes have not occurred in a vacuum, the regional context is also presented.

The analysis which follows is broken down into four major subsections. Section A, Population Characteristics, analyzes the City of Barstow in terms of individual persons and attempts to identify any population trends that may affect future housing needs. Section B, Household Characteristics, analyzes Barstow in terms of households, or living groups, to see how past and expected household changes will affect housing needs. Section C, Employment, analyzes individual persons in Barstow again, in terms of occupation and employment sources as this directly affects the need for and location of housing. Section D, Housing Stock, analyzes the housing units in Barstow in terms of availability, affordability, and condition. This information can be used to help identify programs which are needed to ensure that the existing and future housing stock meets the housing needs of every segment of the City's population. Analysis in each of these subsections provides a data base upon which decisions concerning programs and policies for the provision of adequate housing in the City can be based.

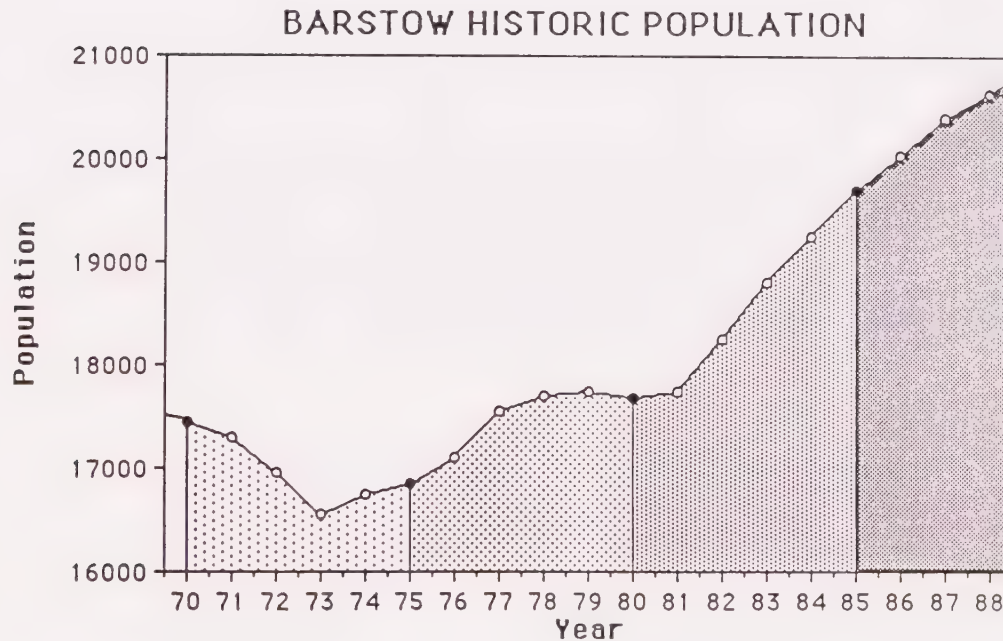
A. Population Characteristics

The 1988 population of Barstow is estimated by the California Department of Finance to be 20,647 persons, ranking it 12th among the 17 cities in San Bernardino County. As illustrated in Table 2, Barstow experienced only minor population growth in the 1970s (1.4%), and actually experienced a decline in population between 1970 and 1973. However between 1980 and 1988, the City's population increased by more than 16%. This is due primarily to the resurgence of Fort Irwin and expanded military activities at Nebo Center. The City serves as the source of housing for both.

TABLE 2
CITY OF BARSTOW
HISTORIC POPULATION FIGURES

	1950	1960	1970	1980(a)	1984(b)	1988(b)
Total Pop.	6,135	11,644	17,442	17,690	19,266	20,647
Group Quarters	N/A	51	45	77	76	52
In Households	N/A	11,593	17,397	17,613	19,190	20,595

Source: (a) U.S. Dept. of Commerce, Bureau of the Census,
1950, 1960, 1970, 1980 Census Reports
(b) State of California, Dept. of Finance,
Controlled Population Estimates for 1-1-84 and 1-1-88.



The Growth Management Plan prepared by the Southern California Association of Governments provides population growth projections on a subregional level. Under the Plan's job/housing balance growth scenario, the San Bernardino Desert subregion (which includes the cities of Adelanto, Barstow, Hesperia, Needles, Twenty-Nine Palms, and Victorville, along with unincorporated County areas) is expected to add approximately 203,000 new residents to its 1988 population of 228,700. This projected increase represents an average annual growth rate of 4%, somewhat higher than the

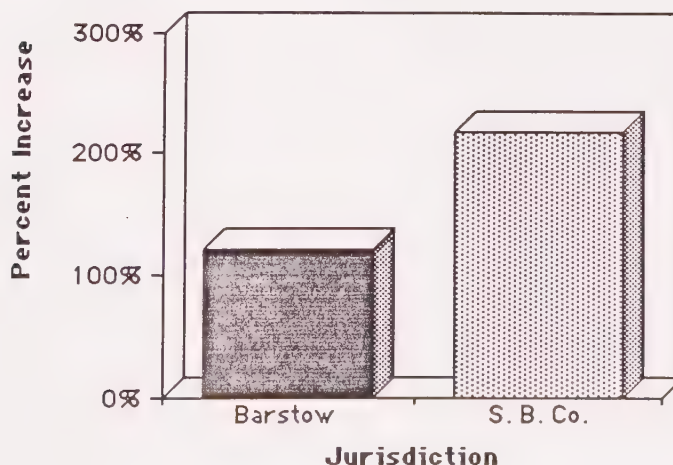
3.4% growth rate projected for the entire County. Assuming Barstow's population will increase according to SCAG's projections for the San Bernardino Desert subregion, the City's population can be expected to increase by more than 18,000 residents (89%) during this 22-year period (Table 3). Although much of the growth in the area can be attributed to the expansion of military activities, development of other employment opportunities will play an integral role in the growth of the City. Among the evolving opportunities include a number of minor commercial projects, the Factory Exchange project (retail and wholesale) and new service and support industries for the personnel at Fort Irwin and Nebo Center.

TABLE 3
POPULATION TRENDS: BARSTOW AND SAN BERNARDINO COUNTY
1970 - 2010

Jurisdiction	1970(a)	1980(a)	1988(b)	2010(c)	% Increase (1970-2010)
Barstow	17,442	17,690	20,647	38,816	122.5%
San Bernardino County	684,072	895,016	1,239,967	2,179,300	218.6%

Source: (a) U.S. Dept. of Commerce, Bureau of the Census, 1980 Census Report;
 (b) State of California, Dept. of Finance, Controlled Population Estimates for 1-1-88;
 (c) Southern California Association of Governments, Draft Growth Management Plan, October 1988

Percent Population Increase 1970-2010



Age Characteristics

Associated with the significant increase in Barstow's population during the 1980-1988 period has been a change in the character of the City's population. As presented in Table 4, the median age in Barstow rose during the time period from 27.1 years of age to 30.2. This increase in median age reflects a decline in the proportion of City residents under 24 years of age, and an increase in residents over 65. This trend, which first began in the 1970s, can be partially attributed to the fact that families who bought homes when they were first built have aged. With one-third of Barstow's population between the ages of 35 and 64, the proportion of elderly in the City will likely continue to grow as this cohort ages. This is consistent with nationwide trends of a large aging population.

Race/Ethnicity Characteristics

Table 5 presents the ethnic make-up of Barstow residents in 1980 and 1988. As this table reveals, the majority of the City's residents are White and comprised 87.4% of Barstow's 1980 population, contrasting to 82.4% Whites County-wide. The proportion of Whites had decreased slightly to 84.2% in 1988, reflecting an influx of other ethnic groups. The second largest ethnic group in the City is persons of Spanish/Hispanic origin, representing 32% of the City's 1988 population, as compared with 29% in 1980. It should be noted however, that persons of Spanish/Hispanic origin are now a self-designated category separate from race (see Note in Table 5). Blacks comprise 9.1% of the City's population, reflecting a significant increase over 1980. American Indians, Asians, and "Other" ethnic groups are the least represented, in total comprising less than 7% of Barstow residents.

**TABLE 4
CITY OF BARSTOW
AGE CHARACTERISTICS**

Age Range	1980		1988	
	#	%	#	%
0 - 5	1,841	10.4%	2,230	10.8%
6 - 13	2,395	13.5%	2,374	11.5%
14 - 17	1,459	8.2%	1,301	6.3%
18 - 20	1,171	6.6%	1,136	5.5%
21 - 24	1,383	7.8%	1,507	7.3%
25 - 34	2,627	14.9%	3,427	16.6%
35 - 44	1,881	10.6%	2,663	12.9%
45 - 54	1,920	10.9%	2,209	10.7%
55 - 64	1,617	9.1%	1,776	8.6%
65 +	1,396	7.9%	2,024	9.8%
Totals:	17,690(a)	100.0%	20,647(b)	100.0%(c)
Median Age		27.1		30.2

Source: (a) U.S. Dept. of Commerce, Bureau of Census, 1980 Census Report

(b) State of California, Dept. of Finance, Controlled Population Estimates for 1-1-88

(c) Urban Decision Systems, Demographic Trends: 1980-88-93.

Barstow Age Characteristics

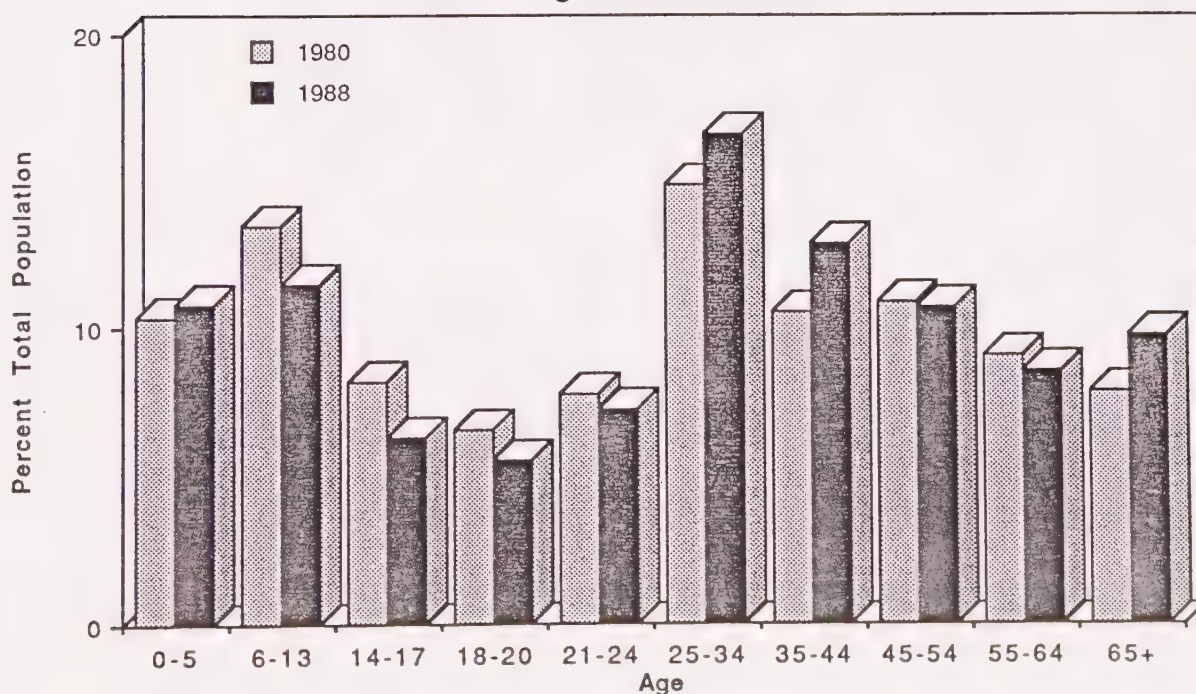


TABLE 5
CITY OF BARSTOW
RACE AND ETHNICITY: 1980 AND 1988

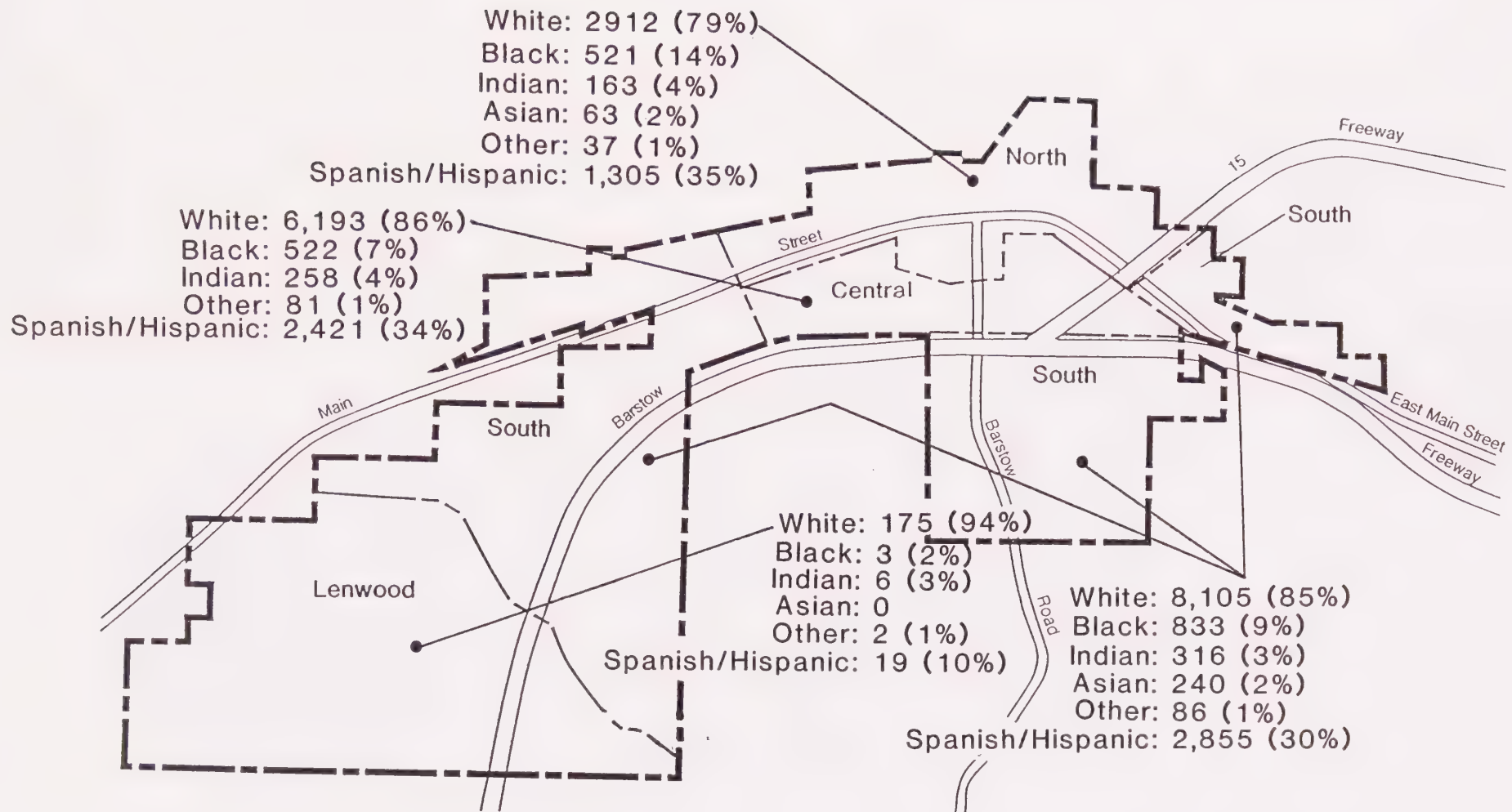
Race/Ethnicity	1980		1988	
	#	%	#	%
White	15,461	87.4%	17,385	84.2%
Black	1,272	7.2%	1,879	9.1%
American Indian	513	2.9%	743	3.6%
Asian/Pacific Islander	305	1.7%	434	2.1%
Other	139	0.8%	206	1.0%
Totals:	17,690(a)	100.0%	20,647(a)	100.0%(b)
Spanish/ Hispanic	5,132	29.0%	6,607	32.0%

Source: (a) State of California, Department of Finance,
Controlled Population Estimates for 1-1-88

(b) Urban Decision Systems, Demographic Trends: 1980-88-93

Note: In the 1980 Census, a large percentage of Spanish Origin persons classified themselves as Other, rather than White, Black, Asian, or American Indian. To bring data in line with current Bureau of the Census practice, Spanish/Hispanic respondents have been redistributed among the other racial categories based on their overall proportion in the area being analyzed, as well as being separated out as "Spanish/Hispanic." The population identified in the Spanish/Hispanic category are therefore not counted in the total.

The four geographic subareas in the City evidence some differences in racial composition, as illustrated in Figure 3. Lenwood is the least racially diverse area in the City, White persons comprising over 94% of its resident population. North Barstow, on the other hand, exhibits the highest concentration of Spanish/Hispanic (35.3%), Black (14.1%) and American Indian (4.4%) populations in the City. The resident population in Central and South Barstow generally parallels the ethnic make-up of the City as a whole.



City-Wide Total: 20,647 Population

84% White

9% Black

4 % Indian

2% Asian

1% Other

32% Spanish/Hispanic

Note: The Spanish/Hispanic Category is a self-designated category separate from race. Persons identified in this category are also accounted for in the five race categories.


 ↑ North no scale

Figure 3
City of Barstow
Race and Ethnicity: 1988

B. Household Characteristics

The characteristics of the population provide an essential component toward the understanding of growth and change in the City. In addition, information collected on the household level provides a good base for the analysis of a community's housing needs. The Bureau of the Census defines a household as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households.

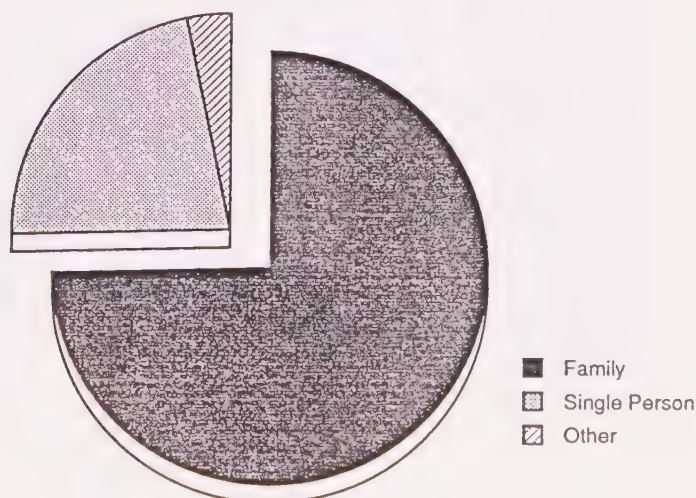
In 1980, there were a total of 6,174 households in the City of Barstow. According to the Department of Finance, the City had grown to 7,530 households in 1988, representing an increase of 22% during the eight year period. Although one-fifth of all households are represented by single persons living alone, Barstow still remains a predominantly family-oriented City with nearly 75% of its households comprised of families (see Table 6). The remaining 3.5% of the City's households fall within the "Other" category, representing individuals who share a housing unit and are not related by blood or marriage.

TABLE 6
CITY OF BARSTOW
HOUSEHOLD CHARACTERISTICS: 1980-1988

Type	1980 Households	1988 Households	% of Total Households
Family	4,605	5,616	74.6%
Singles	1,353	1,650	21.9%
Other	216	264	3.5%
Total	6,174	7,530	100.0%

Source: U.S. Dept. of Commerce, Bureau of the Census,
1980 Census Report;
California Dept. of Finance, Controlled Population
Estimates for 1-1-88

Barstow Household
Characteristics 1980



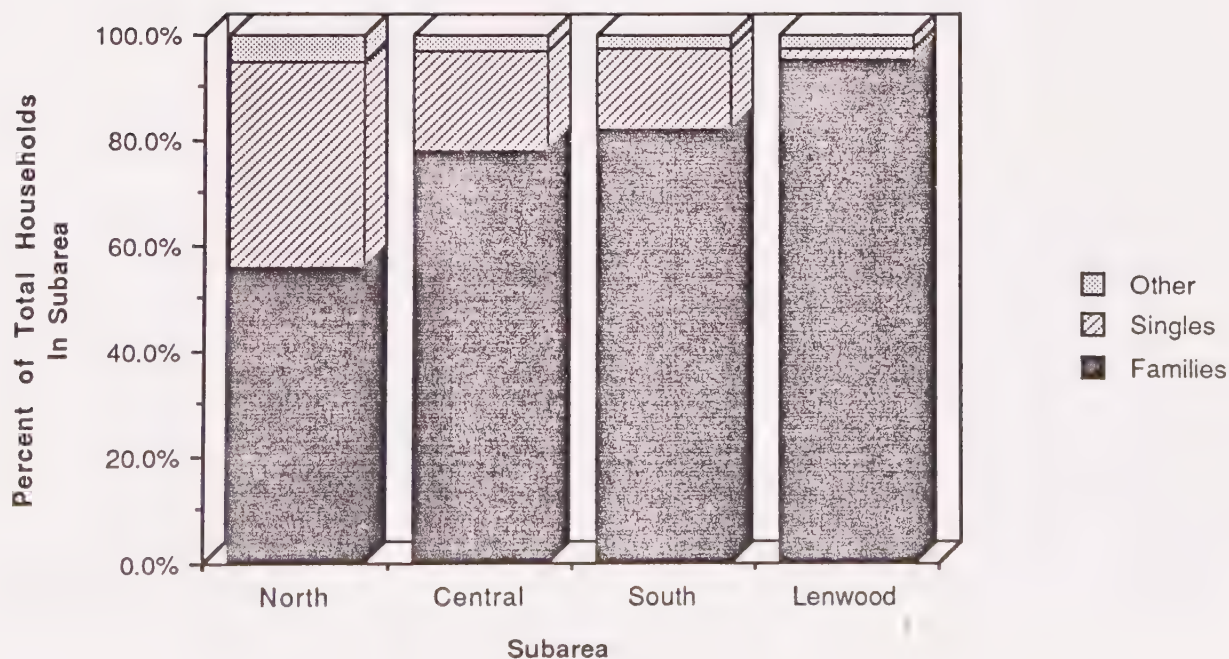
The Central and South Barstow subareas (refer to Figure 2) account for more than 75% of the City's households. As illustrated in Table 7, these two areas comprised 5,687 of the City's total 7,530 households in 1988. South Barstow contains the highest concentration of family households in the City. Individuals living alone and non-family households are concentrated primarily in the area north of Mountain View Street and south of the railroad tracks between A and 7th Street in North Barstow. Of the 1,799 households in this subarea, 44% are made up of single person and non-family households.

TABLE 7
CITY OF BARSTOW
HOUSEHOLD CHARACTERISTICS BY SUBAREA: 1988

Subarea	Total Households	Families		Singles		Other	
		#	%	#	%	#	%
North	1,799	1,004	55.8%	699	38.9%	96	5.3%
Central	2,662	2,082	78.2%	500	18.8%	80	3.0%
South	3,025	2,490	82.3%	450	14.9%	85	2.8%
Lenwood	44	42	95.5%	1	2.3%	1	2.3%
Totals:	7,530	5,618	74.6%	1,650	21.9%	262	3.5%

Source: U.S. Dept. of Commerce, Bureau of the Census,
1980 Census Report;
California Dept. of Finance, Controlled Population
Estimates for 1-1-88

Barstow Household Types By Subarea



Household Size

Household size is an important indicator identifying sources of population growth as well as overcrowding in individual housing units. A city's average household size will increase over time if trends move toward larger families. In communities where the population is aging, the average household size may actually decline.

Average household size in Barstow was 3.4 persons per unit in 1970 and has decreased steadily to 2.74 in 1988 (see Table 8). In comparison with San Bernardino County, average household size in Barstow is slightly lower. However, while the County's average household size remained relatively the same between 1980 and 1988, Barstow has continued its trend toward smaller households. This decrease can be partially attributed to the trend toward smaller housing units throughout the nation today. This is reflective of a growing elderly population, postponement of childbearing, and increased divorce rate. Smaller households in the City will result in an increased demand for smaller sized housing units and apartments, relative to other types of housing.

TABLE 8
CITY OF BARSTOW
HOUSEHOLD SIZE: 1970-1988

	1970(a)	1980(a)	1984(b)	1988(b)
Barstow	3.40	2.85	2.80	2.74
San Bernardino County	3.10	2.82	2.88	2.82

Source: (a) Dept. of Commerce, Bureau of the Census
1980 Census Report;
(b) California Dept. of Finance, Controlled
Population Estimates for 1984 and 1988

Overcrowding

The Census defines overcrowded households as units with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches. Overcrowding reflects the inability of households to buy or rent housing which provides reasonable privacy for their residents. The 1980 Census reveals that 7.6% of the occupied housing in Barstow was considered overcrowded, translating to 576 units in 1988; this proportion is somewhat higher than the rate of overcrowding evidenced County-wide (5.6%). While the majority of the City's existing housing stock consists of small units, much of the new single-family home construction in Barstow consists of larger three bedroom and some four bedroom homes, thereby addressing the need for large ownership units. However, the predominance of overcrowding in Barstow occurs in the City's rental housing stock, indicating the need for larger rental units and/or rental subsidies to allow large households to afford adequately sized units.

Income

The major factor which constrains the ability of households to obtain adequate housing is income. In 1979, Barstow had a median household income of \$17,931, just slightly above that for County (\$17,463), and substantially higher than that in the City of Victorville (\$15,175). Since 1979, incomes in Barstow have not kept pace with the rise in incomes experienced in both the County and in Victorville. While Barstow's estimated 1988 median household income of \$29,120 is just 4% lower than that for the County, it is over 12% below the median income reported for Victorville. This discrepancy in income growth is reflective of the vast amounts of residential development occurring in Victorville, and to a lesser degree in the County, which has attracted a more affluent resident base into these areas.

TABLE 9
MEDIAN HOUSEHOLD INCOME
BARSTOW AND SURROUNDING AREAS: 1979 AND 1988

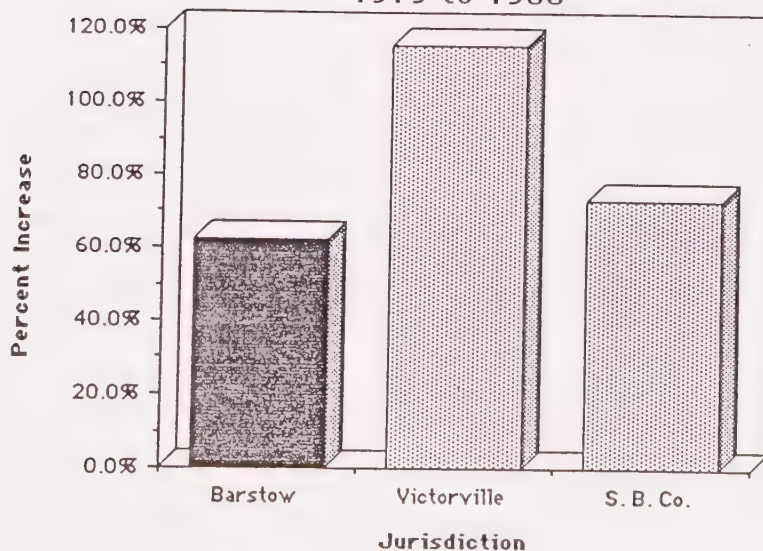
Jurisdiction	1979 Median Income(a)	1988 Median Income	% Increase
Barstow	\$17,931	\$29,120(b)	+62.4%
Victorville	\$15,175	\$32,760(b)	+115.9%
San Bernardino County	\$17,463	\$30,300(c)	73.5%

Source: (a) Dept. of Commerce, Bureau of the Census, 1980 Census Report;

(b) Consumer Research Consultants household survey, conducted for Victor Valley Daily Press, November 1987 (projected forward to 1988 based on a 4% rate of inflation);

(c) 1988 HUD County Income Estimates.

Median Household Income Increase:
1979 to 1988



According to the household survey conducted by Consumer Research Consultants, household income levels vary widely in Barstow. Table 10 presents the estimated number and proportion of the City's 1988 households which fall within a series of 11 income ranges. As this table reveals, nearly 70% of the City's households earn annual incomes of between \$10,400 and \$46,800. At the opposite ends of this spectrum, 11% of Barstow households made less than \$10,400 per year in 1988, while 21% earned \$46,000 or more annually.

**TABLE 10
CITY OF BARSTOW
HOUSEHOLD INCOME: 1988**

Income Range	# of Households(a)	% of Households(b)
Under \$10,400	828	11%
\$10,400 - \$15,599	602	8%
\$15,600 - \$20,799	904	12%
\$20,800 - \$25,999	904	12%
\$26,000 - \$31,199	677	9%
\$31,200 - \$36,399	979	13%
\$36,400 - \$41,599	452	6%
\$41,600 - \$46,799	602	8%
\$46,800 - \$51,999	377	5%
\$52,000 - \$77,999	904	12%
\$78,000 +	301	4%
Totals:	7,530	100.0%

Source: (a) California Department of Finance, Controlled Population Estimates 1-1-88.

(b) Consumer Research Consultants household survey, conducted for Victor Valley Daily Press, November 1987 (projected forward to 1988 based on a 4% rate of inflation).

The Department of Housing and Urban Development and the State Department of Housing and Community Development have developed the following income categories and their definitions:

- Very Low Income - less than 50 percent of the County median.
- Low Income - between 51 and 80 percent of the County median.
- Moderate Income - between 81 and 120 percent of the County median.
- Upper Income - greater than 120 percent of the County median.

The City's 1979 and 1988 income distribution can be divided into these four income groups through interpolation, as presented in Table 11. Comparing the City's income distribution in these two years provides insight into the changing income characteristics of the City's population. While the number of Very Low Income households in Barstow has remained relatively unchanged during the 1979-1988 period, the proportion of this

income group to total households has decreased significantly from 22.3% to 18.3%. Low Income households, on the other hand, have experienced the greatest increase of any income group, with 20.6% of the City's 1988 households earning less than 80% of the County median income, as compared with 14.8% in 1979. Moderate Income households have experienced a more modest increase from 24.2% to 26% of total households. Finally, the City has experienced a significant decrease in Upper Income households from 38.7% to 35% of total households, though the actual number of households in this income group has increased slightly. The change in income distribution in the City, in particular the increase in Low and Moderate Income households, results largely from the County median household income surpassing that of Barstow's. The City may also have experienced an immigration of lower income individuals into the City.

Household incomes vary significantly among different geographic subareas in Barstow. According to updated census statistics from Urban Decision Systems, the greatest concentration of Very Low and Low Income households are located in the northern portion of the City north of Mountain View between Avenue A and 7th Street. To some extent, this concentration of lower income households may be reflective of the higher number of single person and non-family households in North Barstow. This variation in the locational distribution of household incomes can be used to target housing programs for maximum effect.

Housing Affordability

State and Federal standards for housing overpayment are based on an income-to-housing cost ratio of 30 percent and above. Households paying greater than this amount have less income left over for other necessities such as food, clothing, utilities and health care. It is recognized, however, that Upper Income households are generally capable of paying a larger proportion of their income for housing, and therefore estimates of housing overpayment generally focus on lower income groups.

The Regional Housing Needs Assessment (RHNA) prepared by SCAG identifies housing overpayment for the City's lower income households based on data from the 1980 census. According to the RHNA, an estimated 1,164 of Barstow's lower income households were paying more than 30 percent of their income on rent or mortgage payments as of January 1, 1988. Of these overpayers, 742 are classified as Very Low Income, translating to 54 percent of the City's total 1,382 Very Low Income households overpaying for housing. The rate of housing overpayment is substantially lower for Low Income households, with 422, or 27 percent, of the City's 1,551 Low Income households overpaying for housing. Moderate and Upper Income households who are paying more than 30% of their income for housing are likely to be first-time homebuyers who have chosen to spend more for housing in order to attain homeownership.

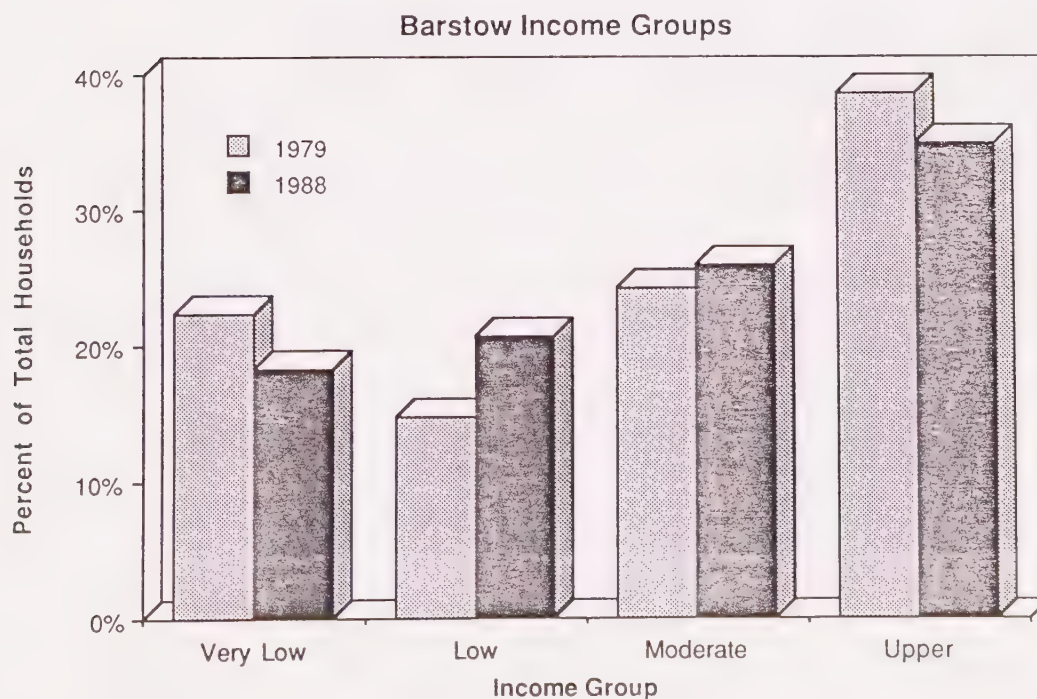
TABLE 11
CITY OF BARSTOW
INCOME GROUPS: 1988

Income Groups	1979		1988	
	#	%	#	%
Very Low Income (less than 50% of County Median Income)	1,386	22.3%	1,382	18.3% (c)
Low Income (51% - 80%)	918	14.8%	1,551	20.6%
Moderate Income (81% - 120%)	1,505	24.2%	1,961	26.0%
Upper Income (more than 120%)	2,402	38.7%	2,636	35.0%
County Median Income	\$17,463		\$30,300	
Barstow Median Income	\$17,932		\$29,120	
Totals:	6,211 (a)	100%	7,530 (b)	100%

Source: (a) Dept. of Commerce, Bureau of the Census,
1980 Census Report;

(b) California Dept. of Finance, Controlled Population
Estimates for 1-1-88;

(c) Consumer Research Consultants household survey,
conducted for Victor Valley Daily Press, November, 1987.



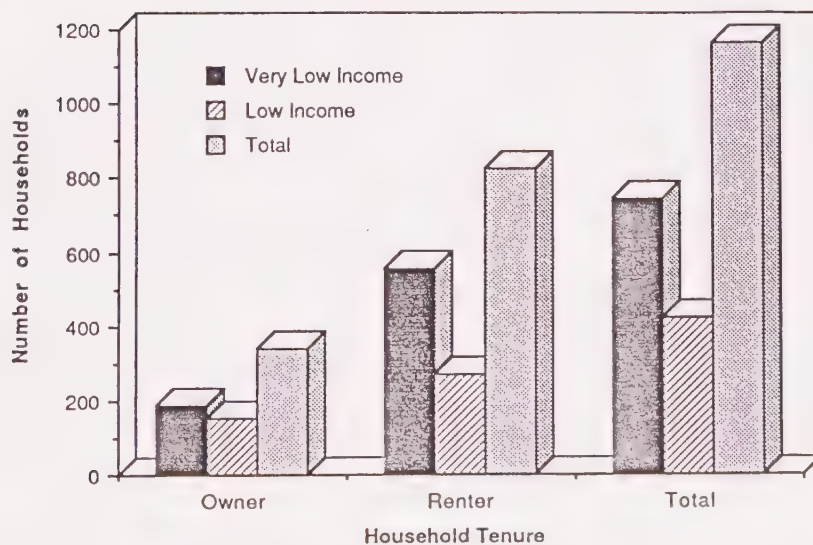
The distinction between renter and owner housing overpayment is important because, while homeowners may over-extend themselves financially to afford the option of home purchase, the owner always maintains the option of selling the home. Renters, on the other hand, are limited to the rental market, and are generally required to pay the rent established in that market. The Regional Housing Needs Assessment has broken down housing overpayment by housing tenure, as presented in Table 12. Of the total 1,164 lower income households identified as overpayers, 827 were renter households and only 337 were owner households. This discrepancy is largely reflective of the tendency of renter households to have lower incomes than owner households.

TABLE 12
CITY OF BARSTOW
LOWER INCOME HOUSEHOLDS PAYING GREATER THAN 30%
OF INCOME FOR SHELTER

Household Tenure	Very Low Income	Low Income	Total
Owner	186	151	337
Renter	556	271	827
Total	742	422	1,164

Source: SCAG Regional Housing Needs Assessment, June 1988.

**Barstow Lower Income Households Paying
Greater Than 30% of Income for Shelter**



Special Needs Groups

Certain segments of the population may have a more difficult time finding decent, affordable housing due to special circumstances. In Barstow, these "special needs" households include the elderly, handicapped persons, large families, female-headed households, farmworkers, and the homeless. The number of special needs households and/or persons in Barstow is summarized in Table 13.

TABLE 13
CITY OF BARSTOW
SUMMARY OF SPECIAL NEEDS GROUPS: 1988

Needs Group	Number of Households/Persons	% of Total Households/Population
Elderly (65+)(a)	2,024	9.8
Handicapped (b)	745	9.9
Large Families (c)	843	11.2
Female-headed Households (d)	800	10.6
Farmworkers (e)	48 (1984)	.6

- Sources:
- (a) Urban Decisions Systems, Demographic Trends: 1980-88-93. Proportions of elderly applied to Calif. Dept. of Finance 1988 population estimate.
 - (b) Proportion of Handicapped households from 1980 Census applied to current (1988) households.
 - (c) Urban Decisions Systems, Demographic Trends: 1980-88-93. Proportions of large households applied to Calif. Dept. of Finance 1988 reported households.
 - (d) Proportion of female-headed households from 1980 Census applied to current (1988) households.
 - (e) Regional Housing Allocation Model prepared by SCAG, 1984.

Elderly: The special needs of many elderly households result from their lower, fixed incomes, physical disabilities, and dependence needs. An estimated 2,024 elderly (65 years and over) resided in Barstow in 1988, representing 9.8% of the total population. The proportion of elderly can be expected to increase as those persons between the age of 35 and 64 grow older. Escalating housing costs, particularly in the rental market, severely impact housing affordability for the elderly, who are usually on fixed incomes. While an estimated 70 percent of Barstow's elderly are homeowners, a significant number of the City's mobilehome park residents are elderly. Housing needs of the elderly can be addressed through conservation of existing mobilehome parks, congregate housing, rental subsidies, housing rehabilitation assistance, and other types of homeowner assistance for seniors in single-family and mobile homes.

Handicapped: Physical handicaps can hinder access to housing units of traditional design as well as limit the ability to earn adequate income. In 1980, 9.9% of Barstow's households reported having at least one handicapped person, translating to 745 households in 1988. This figure includes age-related as well as other disabilities. Housing opportunities for the handicapped can be maximized through the provision of affordable, barrier-free housing. Special modifications include units with access ramps, wider doorways, assist bars in bathrooms, lower cabinets, and elevators.

Large Households: Large families are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large households are often of lower income, frequently resulting in the overcrowding of smaller dwelling units and in turn accelerating unit deterioration. In addition, large families often have difficulty finding rental units which qualify for the Section 8 Housing Assistance Program due to the larger units exceeding maximum rent limits, combined with the reluctance of some landlords to rent to large families. Approximately 11.2% of the City's households in 1988 had five or more members, translating to 843 households. This represents a decrease from 1980 when large households comprised 16% of the City's total households. An estimated 30 percent of Barstow's large households are renters. The housing needs of large households can be addressed through the expansion of existing smaller units, and the provision of new, affordably-priced larger units. The fact that the majority of unit overcrowding occurs in the City's rental housing stock indicates the need for larger rental units and/or rental subsidies to allow for large households to afford adequately sized units.

Female-Headed Households: Female-headed households tend to have low incomes, thus limiting housing availability for this group. In 1980, 10.6% of Barstow's households were headed by a woman. Applying this percentage to the City's 1988 housing stock translates to an estimated 800 female-headed households. Of these, approximately 590 (74%) have dependent children under 18 years of age. While there is no definitive data regarding the housing tenure of this group, it can be assumed that low incomes preclude the option of homeownership for most female-headed households. The San Bernardino County Housing Assistance Plan indicates a higher proportion of these households are overpaying for housing, with an estimated 39% earning incomes which fall below the poverty level. Thus, providing housing opportunities for female-headed households relates both to affordability and services related to the care of children, such as day care, schools, and recreational facilities.

Farmworkers: The special housing needs of many farmworkers stem from their low wages and the insecure nature of their employment. The Regional Housing Allocation Model (RHAM) prepared by SCAG in 1984 identifies 48 farmworker households in Barstow, 40 of whom are of lower income. However, since the predominant agricultural crops in the area are field crops which are mechanically harvested such as alfalfa, these households are unlikely to be migrants. Like other lower income households, the housing needs of farmworker households can be addressed through the provision of affordable housing opportunities.

Homeless: Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homeless include the general lack of housing affordable to low and moderate income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidy to the poor,, and the de-institutionalization of the mentally ill.

Based on Barstow's location on one of the major access routes to the Los Angeles area, the City receives a number of individuals and families who become stranded as a result of transportation difficulties. Of the approximately 30 homeless assisted each month by St. Joseph's Catholic Church, an estimated 80% are travelling through Barstow, while only 20% are Barstow residents who are homeless for other reasons, such as loss of employment. The churches in the Barstow area have joined together to provide emergency services to the homeless through St. Joseph's Catholic Church including motel and transportation vouchers, food, clothing, counseling and referrals as needed. This coalition of churches is sponsoring the development of an emergency shelter, "Desert Manna," which opened in midyear 1989. The shelter is divided into three dormitories--one for families, one for women, and one for men--and houses a total of 45 individuals. It is anticipated that this capacity will be adequate to serve the homeless in Barstow.

In addition to the Desert Manna emergency shelter, emergency services are provided to battered women and children at the Desert Sanctuary. This temporary shelter has been in existence for over eight years, and offers overnight accommodations, food, clothing, medical services, counseling, referrals for housing and employment, and job training through the Equal Opportunity Placement Service at Barstow College. Maximum stay at the Desert Sanctuary is 30 days, with a shelter capacity adequate to house 15 women and children. The proprietor of the shelter indicates that the shelter usually exceeds this designated capacity, servicing an average of 30 women and children per month. Over half the women served are residents from the Upper Desert Area.

C. Employment

One of the factors that can contribute to an increase in the demand for housing in an area is an expansion of the employment base. Barstow's economic base is the result of the City's location near major transportation links and its proximity to several large military facilities. Two employment sectors, government and transportation, account for a majority of the region's economic base. In recent years, there has been a trend towards the diversification of the City's economic base with the expansion of both commercial and industrial development in the region. The U.S. Census in 1980 classified 8,323 persons living within Barstow as being within the labor force. Of this total, 8,122 persons were in the civilian labor force. In 1980, when the census was taken, the unemployment rate was 6.8 percent which was lower than the County unemployment rate of 7.4 percent for that same period.

The total civilian labor force employed in 1980 numbered 7,568 persons with 3.7 percent employed in manufacturing, 24.3 percent in wholesale and retail trade, and 17.0 percent in professional and related services. Of the City's employed residents in 1980, 66% held jobs within Barstow. Conversely, many of the workers employed in Barstow reside in outside locales, such as Apple Valley, Silver Lakes, and Victor Valley. In order to capture those Moderate and Upper Income employees which currently commute to jobs in the City, more "upscale" housing opportunities need to be provided in Barstow.

The Santa Fe Railroad continues to be a major employer within the Barstow area with a substantial number of its employees working in the classification yard. Commercial employment has increased in recent years with the expansion of retail commercial development in the City. The Factory Exchange project will generate significant employment in the retail and wholesale sectors, thereby increasing the demand for affordable housing opportunities for these lower income workers. Potential construction of a larger hospital facility in Barstow will generate demand for a range of housing types and prices.

The employment center most likely to have the greatest effect on housing in Barstow is Fort Irwin. Barstow is the nearest urban center to Fort Irwin, and many military families and almost all civilian personnel live in the City. Fort Irwin currently provides on-site housing for approximately 3,240 military personnel and their families. The Department of Defense has approved construction of an additional 533 housing units on the base to enable Fort Irwin to house approximately 90% of its military employees. This increase in housing units will in the short run lessen the number of military households residing in Barstow. However, Fort Irwin has indicated that significant increases in military personnel are anticipated in the future, many of whom will not be housed on the base and will likely seek housing in Barstow. (a)

(a) Source: Major Wagstaff, Public Affairs Department, Fort Irwin.

Another measure of a community's employment opportunities with the needs of its residents is through a "jobs-housing balance" test. A balanced community would have a match between employment and housing opportunities enabling most residents to also work in the community. Comparing the number of jobs in Barstow in 1984 (8,700) to the number of housing units (7,287) indicates a jobs-housing ratio of 1.19 for the City. The fact that this ratio exceeds 1.0 indicates that Barstow is providing more jobs than it is housing, reflective of the City's stature as one of the few employment centers in the Upper Desert Area. Nonetheless, a significant number of the City's Moderate and Upper Income employees are faced with commuting into Barstow from outside locales due to the City's lack of upscale housing units. The City should seek to attain a more balanced community by providing housing opportunities for these groups.

D. Housing Stock

Housing Growth

Like many other rural areas which have grown substantially due to the availability of undeveloped land, Barstow has continued to experience steady growth in its housing stock during the 1980s. Barstow's 1980 housing stock of 6,717 units had increased to 8,020 by January 1988, representing an increase of more than 1,300 units. Comparing the residential growth rates of Barstow with nearby jurisdictions (see Table 14), the City's 19.4 percent increase in housing units during the 1980-1988 period fell far below the housing growth experienced by other San Bernardino Desert region jurisdictions. The County as a whole experienced a growth rate nearly double of that in Barstow, indicating that the City's residential growth, while significant, is occurring at a slower rate than that in the region.

TABLE 14
HOUSING TRENDS: BARSTOW AND SAN BERNARDINO COUNTY
1980-1988

Jurisdiction	Number of Housing Units		Percent Increase
	1980	1988	
Barstow	6,717	8,020	19.4%
San Bernardino County	370,155	503,983	36.2%

Source: U.S. Dept. of Commerce, Bureau of the Census, 1980 Census Report;
Dept of Finance, Controlled Population Estimates, 1-1-88

Housing Type and Tenure

In order to determine the extent of housing need in the City of Barstow, the analysis must include not only population, household, and employment characteristics, but also the type of housing available. Housing need is defined as the difference between the type of housing required by the City's existing and projected population and the type of housing available. The size, price, and condition of existing units are the major factors in determining suitability.

Since 1970, the City's multi-family housing stock has increased steadily. As illustrated in Table 15, the number of multi-family units have increased by nearly 65 percent between 1980 and 1988, whereas single-family homes increased by only 8 percent. This can be attributed in part to the demand for rental housing among the Fort Irwin and Nebo Center personnel which reopened during the early part of the 1980s. Nevertheless, Barstow remains a predominantly single-family home community, with more than three-fifths of the City's housing stock comprised of single-family homes. With the majority of the City's undeveloped land planned for Low Density/Rural Residential uses, future development in Barstow can be expected to consist predominately of single-family units.

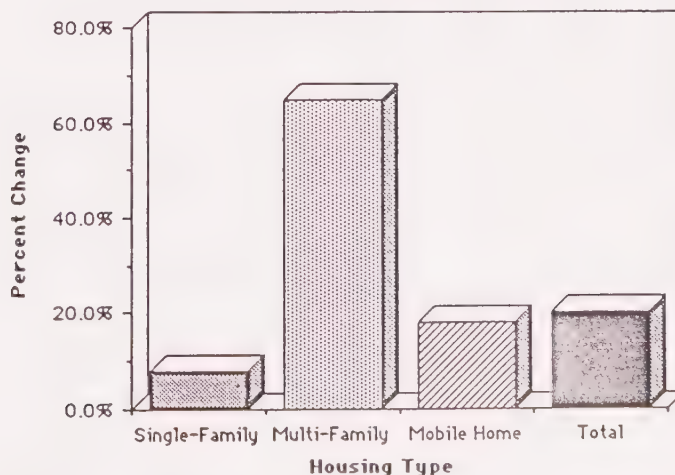
TABLE 15
CITY OF BARSTOW
HOUSING TRENDS: 1980-1988

Housing Type	No. of Housing Units		Change #	1980-1988 %
	1980(a)	1988(b)		
Single-Family	4,703	5,075	372	7.9%
Multi-Family	1,345	2,215	870	64.7%
Mobile Homes	618	730	112	18.1%
Totals:	6,666	8,020	1,354	20.3%

Source: (a) U.S. Dept. of Commerce, Bureau of the Census, 1970 and 1980 Census Report;

(b) Dept. of Finance, Controlled Population Estimates, 1-1-88.

Barstow Percent Increase in Housing Types
Between 1980 and 1988



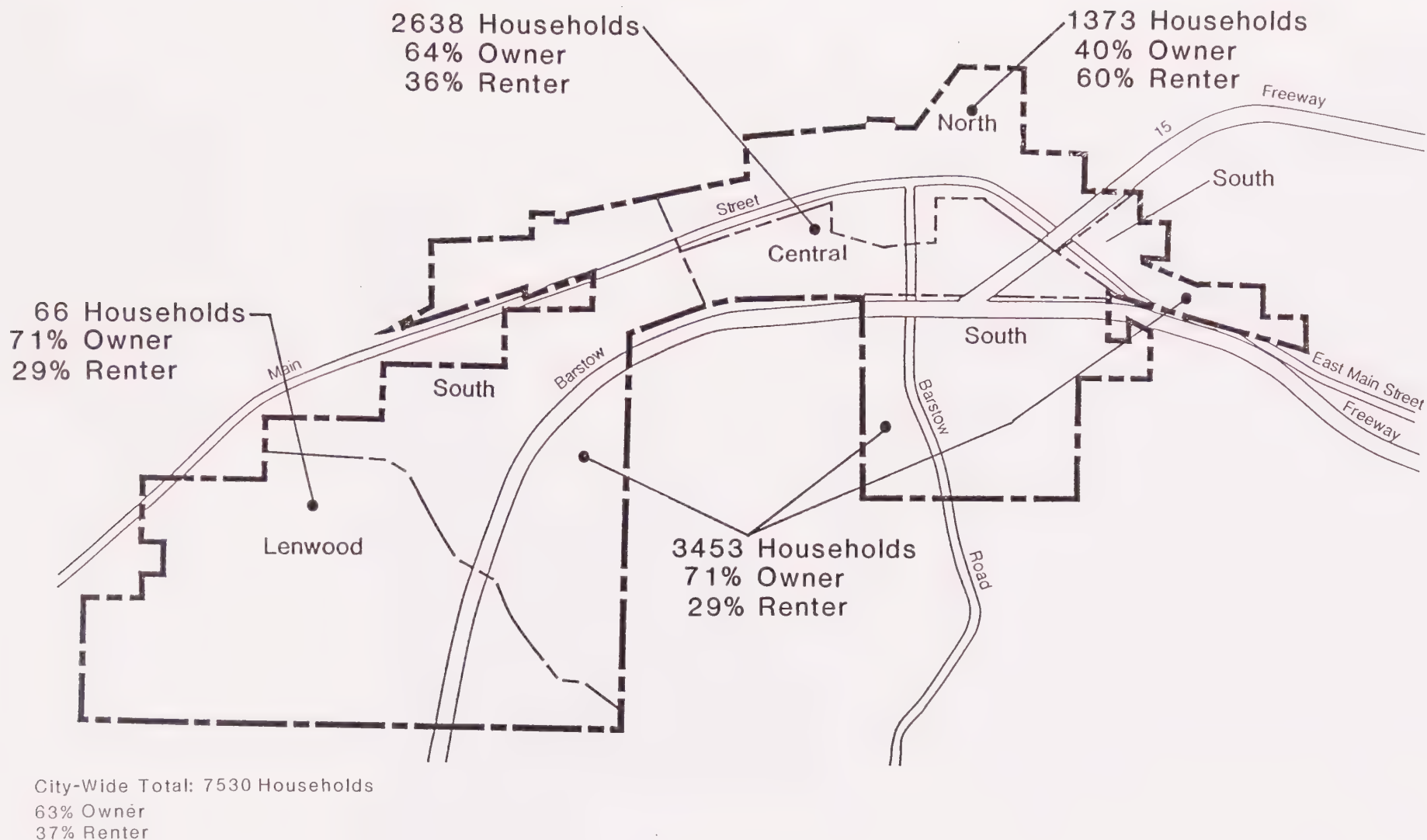
The tenure distribution of a community's housing stock (owner versus renter) influences several aspects of the local housing market. Residential mobility is influenced by tenure, ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households regardless of tenure, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder.

Barstow has historically been an owner-occupied community. The ratio of owner-occupied to renter-occupied units has remained fairly stable since the 1970's, at which time 63% of Barstow's households were owner-occupied. In 1980, owner-occupied housing comprised 65% of the City's households, dropping again to 63% in 1988. While the significant increase in multi-family units constructed in Barstow over the last decade has resulted in a slight drop in the proportion of owner-occupied units, as the City's Land Use Plan provides for predominately lower density residential land uses, the majority of the City's households will continue to be owner-occupied in the future.

Among the City's four subareas, housing tenure varies significantly. (Refer to Figure 4.) The greatest concentration of renter households is in North Barstow--60% of the units in this area occupied by renters. South Barstow and Lenwood contain a much lower proportion of renter households--only 29% of the units in these areas renter-occupied. The Central Barstow area most closely mirrors the City's 1988 owner/renter ratio, with a mix of 64% to 36%.

Housing Conditions

Table 16 illustrates the period in which housing units were built in Barstow. As this table reveals, the majority of the City's housing was constructed between 1950 and 1970 (55.2%). Housing development has maintained a steady pace in Barstow, with an additional 1,354 dwelling units, or 16.8 percent of the total housing stock developed between 1980 and 1988. Residential development can be expected to maintain its pace as the City continues to urbanize and improve its large portion of undeveloped land.



City of Barstow
↑ North no scale

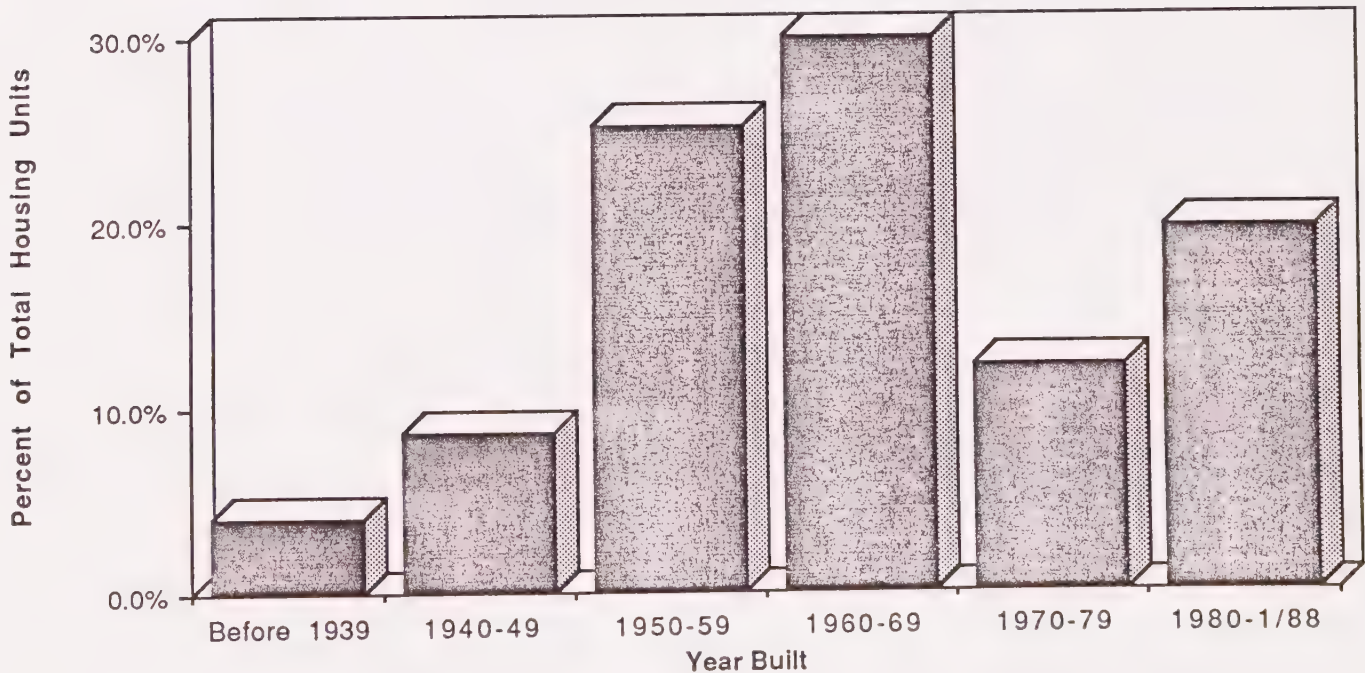
Figure 4
City of Barstow
Housing Tenure : 1988

TABLE 16
CITY OF BARSTOW
AGE OF HOUSING STOCK: 1988

Year Built	Units	% of Total
1939 or earlier	328	4.1%
1940-1949	697	8.7%
1950-1959	2,023	25.2%
1960-1969	2,394	30.0%
1970-1978	987	12.3%
1979-March 1980 (a)	237	2.9%
March 1980-Jan 1984 (b)	622	7.7%
Jan 1984-Jan 1988 (b)	732	9.1%

Source: (a) U.S. Dept of Commerce, Bureau of the Census, 1980 Census Report;
(b) Dept. of Finance, Controlled Population Estimates, 1-1-84 and 1-1-88.

Barstow Age of Housing Stock



The accepted standard for major housing rehabilitation needs is after 30 years. In 1988, more than 40 percent of Barstow's housing stock was 30 years and older, with an additional 30 percent between 20 and 30 years old. This would indicate the potential need for rehabilitation and continued maintenance of more than 5,400 dwelling units based on age alone.

Based upon 1980 Census data and San Bernardino County Housing Assistance Plan (HAP) estimates, approximately 315 (3.9%) housing units in the City are in need of repair or replacement. Of the estimated 248 units suitable for rehabilitation, 195 (78%) are occupied by lower income households. The majority of lower income units in need of rehabilitation are owner-occupied, reflecting the large number of substandard mobile home units in Barstow. These lower income households will likely require assistance in order to make the necessary repairs. The majority of the City's units in need of rehabilitation are located along the Mojave River in the flood plain. This area has been rezoned for industrial use, encouraging the demolition of existing housing units, and resulting in the displacement of lower income households. Therefore, when these units are replaced there may be a need for low cost replacement housing units for the displaced residents.

Some of the City's housing stock has fallen into disrepair due to the inability of elderly and/or low income homeowners to make needed repairs. Although many of these homeowners may have substantial equity in their homes, they do not have the income to afford the necessary repairs. The City will continue to offer low interest rehabilitation loans to facilitate the rehabilitation of substandard units by these elderly and low income households.

Housing Costs

Ownership Housing

The cost of housing determines whether or not a household will be able to obtain an adequately-sized unit in good condition in the area in which they wish to locate. In 1980, the median home value of housing in Barstow was \$50,500. As illustrated in Table 17, for-sale housing costs in Barstow were one-quarter lower than the County median, yet only 5% below that of nearby Victorville.

TABLE 17
HOUSING VALUES: BARSTOW AND SURROUNDING AREAS
1980

Jurisdiction	Median Owner-Occupied Housing Value
Barstow	\$50,500
Victorville	\$53,200
San Bernardino County	\$63,000

Source: U.S. Dept. of Commerce, Bureau of the Census 1980 Census Report.

Since 1980, median sales prices for single-family homes in Barstow have basically kept pace with inflationary increases. According to the Director of the Barstow Board of Realtors, single-family home sales prices range from an average of \$59,000 to \$65,000 for two bedroom units, \$70,000 to \$75,000 for three bedroom units, and \$80,000 to \$90,000 for four bedroom

units. New housing tracts in the City command slightly higher sales prices of between \$80,000 and \$115,000. Comparing the median sales price for a three bedroom home in Barstow (\$72,500) with the City's income structure, it is evident that the majority of the City's Moderate Income and all of its Upper Income households could afford the median-priced home on the market. In addition, the wide range in selling prices, including units priced around \$50,000, provide homeownership opportunities to households at the high end of the Low Income range. Local realtors indicate there is a strong demand for larger, 2000 square-foot-plus units in Barstow both from long time residents seeking move-up housing opportunities and from Moderate and Upper Income employees in the City who are unable to locate upper-end housing in Barstow, and as a result commute into the City from outside locales.

Rental Housing

In 1980, median rents in Barstow were \$191. As illustrated in Table 18, rents in Barstow, much like for-sale housing costs, were also lower than the regional median and Victorville. In comparison with San Bernardino County, the City's rents were nearly 17% lower.

TABLE 18
MONTHLY RENTS: BARSTOW AND SURROUNDING AREAS
1980

Jurisdiction	Median Monthly Contract Rent
Barstow	\$191
Victorville	\$206
San Bernardino County	\$223

Source: U.S. Dept. of Commerce, Bureau of the
Census, 1980 Census Report.

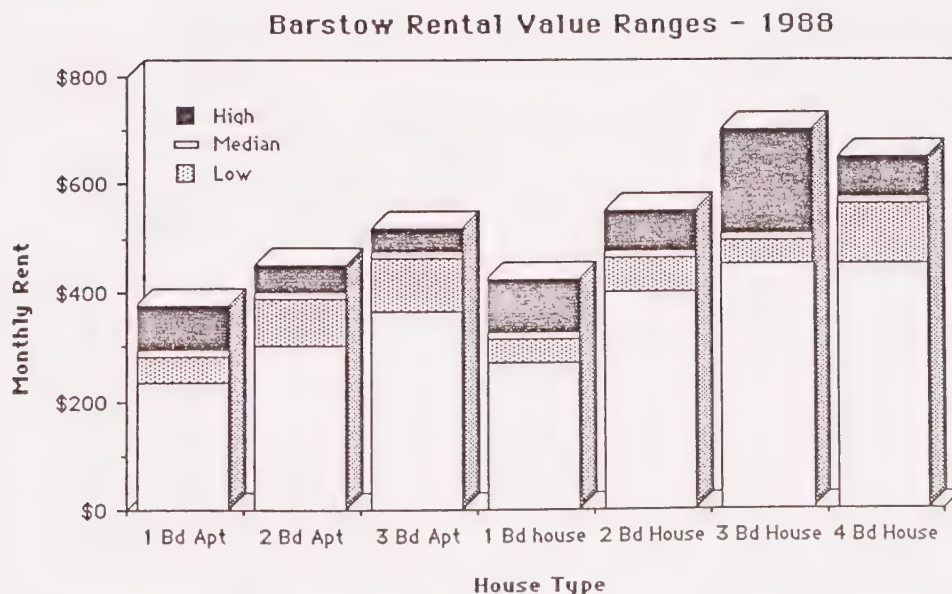
In order to update information on rental costs in Barstow, data has been compiled from advertised rental units in selected editions of the Desert Dispatch newspaper from January through December 1988. Table 19 presents the average and median rental rates for advertised units, as well as the range in unit rents. As illustrated in this table, rents have doubled since 1980--median rents ranging from a low of \$295 for a one-bedroom apartment to \$575 for a four bedroom single-family house. The City has experienced significant growth in its multi-family housing stock in recent years, with over 900 apartment units constructed during the last four years. This glut in apartment units has resulted in incentives being offered to prospective tenants (e.g., free month's rent, etc.) and an overall lower rent structure. In contrast, local realtors indicate that there is a stronger demand for high quality rental units in the City and that new units with amenities can command higher rents. For example, two-bedroom apartments constructed as part of the Silverado Tract command average rents of \$525, nearly one-third above the median rent for two-bedroom units advertised in the newspaper. Two major apartment complexes have recently been developed in Barstow which are satisfying this demand for upper end units.

Using the guideline that households should not spend more than 30 percent of their income on housing, the City's Very Low Income households can afford monthly rental payments up to \$378, while Low Income households can afford rents up to \$606. The range of rents available in the City can accommodate these Low Income households, as well as many Very Low Income households. However, lower income families which require larger units to adequately accommodate family members have a more limited range of units which they can afford.

TABLE 19
CITY OF BARSTOW
MONTHLY RENTAL RATES: 1988

Unit Type	Median Rent	Average Rent	Rental Range
Apartment/Duplex			
1 Bedroom	\$295	\$297	\$235-\$375
2 Bedroom	\$400	\$393	\$300-\$450
3 Bedroom	\$475	\$466	\$365-\$525
Single-Family House			
1 Bedroom	\$325	\$329	\$270-\$425
2 Bedroom	\$475	\$472	\$400-\$550
3 Bedroom	\$505	\$533	\$450-\$700
4 Bedroom	\$575	\$566	\$450-\$650

Source: Desert Dispatch, 1/5/88, 3/5/88, 5/5/88, 6/6/88, 7/5/88, 11/5/88, 12/6/88. Compiled by Cotton/Beland/Associates, Inc.



III. SUMMARY OF HOUSING NEED

Assuring the availability of adequate housing for all social and economic segments of Barstow's present and future population is a primary goal of the City. To implement this policy, the City must target its programs and monetary assistance toward those households with the greatest need. This is a summary of the major housing need categories in terms of income groups as defined by Federal and State law. It includes the City's share of regional housing need as contained in the Regional Housing Assistance Plan (RHNA) prepared by SCAG pursuant to Section 65584 of the Government Code. The City recognizes the special status of very low and lower income households, which in many cases are also elderly, single-parent, or large family households. City housing programs focus on these households. As summarized in Table 20, the groups most in need of housing assistance in the near future include the following:

- (1) New Residents: The City of Barstow has an identified future housing need of 877 new households between 1989-1994, translating to an additional 2,400 residents. At least 38 percent of these units should be targeted towards lower income households.
- (2) Substandard Units: At this time, the City has a total of 315 substandard housing units located primarily along the river in the floodplain. In the interest of health and safety, these units should be improved or removed. Sixty-seven of these are estimated to need replacement.
- (3) Overpaying Households: Sales and rental rates for housing units in the City are at a level such that 1,164 lower income households are paying more than 30 percent of their income for housing. Certain households in Barstow may have a more difficult time finding decent, affordable housing, including the elderly, handicapped, large families and female-headed households.

These specific areas - expected growth, substandard housing, over-payment for housing and households with special needs - are areas where the City can target its efforts toward realizing its goal for the provision of adequate housing. The City should work with the military to develop joint programs to provide housing so that the local real estate market is not subject to periods of boom or bust based on fluctuations in staffing and so that all residents are adequately housed. The City could establish a closer working relationship with Fort Irwin to assess on an ongoing basis the existing and future housing needs of base employees. A joint housing program with the military could include the identification of housing sites in the City of Barstow to house military and civilian personnel.

TABLE 20
CITY OF BARSTOW
EXISTING AND PROJECTED HOUSING NEEDS

Housing Need	Total	Income Level			
		Very Low	Low	Moderate	Upper
Overpaying					
Total	1,164	742	422		
Renters	827	556	271		
Owners	337	186	151		
Substandard					
Total	315				
Suitable for Rehabilitation	248	195			
Special Needs					
Elderly	2,024				
Handicapped	745				
Large Households	843				
Overcrowded	576				
Female Head	800				
Household Growth:					
1989-1994	877	137	198	197	344
	100.0%	15.7%	22.6%	22.5%	39.2%

Source: 1980 U.S. Census
SCAG Regional Housing Assistance Plan
1988 San Bernardino County Housing Assistance Plan

Note: Special needs figures cannot be totaled because categories are not exclusive of one another.

IV. CONSTRAINTS ON HOUSING PRODUCTION

While the City of Barstow recognizes the need for sound, affordable housing for all of its residents, this goal is not easy to achieve. The City itself does not produce housing, and its resources to encourage others to do so are limited. In addition, there are physical constraints (such as flood and seismic hazard areas), factors in the operation of the construction industry, and laws and regulations (Subdivision Map Act and the Uniform Building Code) which impact the cost and amount of housing produced and over which the City has no control. This section discusses potential constraints on the provision and cost of housing in Barstow.

A. Physical Constraints

The physical constraints to development in Barstow can be divided into two types: infrastructure constraints and environmental constraints. In order to accommodate future residential development, improvements are necessary in infrastructure and public services related to man-made facilities such as sewer, water, and electrical services. Portions of Barstow are also constrained by a variety of environmental hazards and resources that may affect the development of lower priced residential units. Although these constraints are primarily physical and hazard related, they are also associated with the conservation of the City's natural resources.

Infrastructure Constraints

Water Services: The Southern California Water Company provides water for the City of Barstow. At this time, the aquifer which serves the Barstow area sufficiently meets the water demands of existing residential and commercial/industrial land uses. This production is expected to continue to the year 2000. After that time, however, sufficient water supply to the area may become a problem. The Southern California Water Company supplies the City of Barstow with water tapped from the Mojave River. The Mojave flows from the south through the Victorville/Apple Valley area. As the San Bernardino Desert region becomes more urbanized, the supply of water to Barstow could diminish. The Mojave Water Authority is currently studying this potential problem in terms of water rights and adequate water supplies.

Sewer Services: Sewer services are provided by the City of Barstow. The existing wastewater transport system can handle a maximum flow of approximately 20 million gallons per day (mgd) at the maximum collection point near the City's sewage treatment plant. The treatment plant has a carrying capacity of 4.5 mgd, and presently handles 2.6 mgd. The existing system is expected to adequately serve all development projected to the year 2010.

Public Services: Future residential growth in Barstow will require additional public service personnel if the existing levels of service for law enforcement, fire protection, and other essential services are to be maintained. The nature and characteristics of future population growth will, to a large extent, determine which services will require additional funding to meet the City's future needs. The anticipated expansion of the military installations will have a direct impact on the number of new military personnel and civilian workers coming into the Barstow area. Many of these new residents will bring families which will impact schools and recreational facilities.

Environmental Constraints

Although there are environmentally sensitive areas within the City, they do not represent serious constraints to development due to the abundance of vacant land in non-sensitive areas of the City.

Topography: Land on the northern edge of the City is characterized by steep slopes and rugged land forms that in many places do not allow residential development. Zoning in these areas reflects these constraints.

Flood and Sesimic Hazards: Flood prone areas in the City are located along the Mojave River. Very little existing housing or residentially designated land is affected by these flood areas. Earthquake fault lines are also present in portions of the City, but given the low density, predominantly single-family development pattern, they do not pose a significant constraint on development.

Archaeology: Most archaeologically significant resources in the Barstow area - marine fossils, Indian artifacts and petroglyphs - exist outside of the City. However, undeveloped land throughout the City, particularly in the western portions, may hold unrecorded archaeologically significant artifacts or fossils. Discovery of such artifacts on a residential construction site could increase the cost and hamper development in the area.

Environmentally Sensitive Resources: The only known environmentally sensitive plant or animal potentially affected by development in Barstow is the State-protected Desert Tortoise. Forage routes or habitats for this animal can potentially be destroyed by development within the City; however, the animal can be relocated to adjacent vacant areas.

Noise: Residential land uses are considered the most sensitive to loud noise. Major noise generators in the City are the AT & SF Railroad, the I-15 Freeway, and the occasional sonic booms from jets associated with nearby military installations. Residential development near these major noise generators (excluding sonic booms) requires special considerations concerning noise insulation which could add to the cost of development.

B. Market Constraints

The cost of housing rose between 1980 and 1988 as the cost of each component rose. The major components of housing costs are: construction costs, labor costs, land costs and market financing.

Construction Costs: The single largest cost associated with building a new house is the cost of building materials, comprising between 40 to 50 percent of the sales price of a home. Overall construction costs rose over 30% percent between 1980 and 1988, with the rising costs of energy a significant contributor. Construction costs for wood frame, single-family construction of average to good quality range from \$40 to \$55 per square foot, custom homes and units with extra amenities running somewhat higher. Costs for wood frame, multi-family construction average around \$42 per square foot, exclusive of parking.

A reduction in amenities and quality of building materials (above a minimum acceptability for health, safety, and adequate performance) could result in lower sales prices. Additionally, manufactured housing (including both mobile homes and modular housing) may provide for lower priced housing by reducing construction and labor costs. An additional factor related to construction costs is the number of units built at the same time. As the number of units developed increases, construction costs over the entire development are generally reduced based on economies of scale. This reduction in costs is of particular benefit when density bonuses are utilized for the provision of affordable housing.

Land: Land costs include the cost of raw land, site improvements, and all costs associated with obtaining government approvals. Land costs vary significantly in Barstow dependent primarily on location, zoning and the availability of infrastructure to serve future development. It is estimated that these costs contribute 20 to 25 percent to the final sales price of a new home. Left alone, the escalating market price of land will tend to encourage mainly higher priced development. Higher density zoning could reduce the cost per unit of land, but land zoned for higher densities commands a higher market price.

Labor Costs: Labor is the third most expensive component in building a house, constituting an estimated 17% of the cost of building a single-family dwelling. The cost of union labor in the construction trades has increased steadily since April 1974. The cost of non-union labor, however, has not experienced such significant increases. Because of increased construction activity, the demand for skilled labor has increased so drastically that an increasing number of non-union employees are being hired in addition to unionized employees, thereby lessening labor costs.

Financing: While interest rates have fallen more than 8 percent from their near 20 percent high in the early 1980s, they still have a substantial impact on housing costs which is felt by renters, purchasers and developers. It should be noted that most conventional financing is now variable rate. The ability of lending institutions to raise rates to adjust for inflation will cause many existing households to overextend themselves financially, as well as returning to a situation where high financing costs substantially constrain the housing market. An additional obstacle for the first-time home buyer is the downpayment required by lending institutions of between 10-20%.

The median sales price for a three bedroom single-family home in Barstow (1988) was approximately \$72,500. A \$65,250 mortgage amortized over 30 years at an interest rate of 10.5% would result in monthly house payments of \$596. While this level of payment eliminates Barstow's Very Low and Low income households from the for-sale housing market, the majority of the City's Moderate Income households could income-qualify for the mortgage on a \$72,500 home.

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. However, jurisdictions can offer interest rate write-downs to extend home purchase opportunities to lower income households. In addition, government insured loan programs may be available to reduce mortgage downpayment requirements.

C. Governmental Constraints

Numerous factors in both the private and public sectors affect housing affordability. Actions by the City can have an impact on the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees, and other local programs intended to improve the overall quality of housing may serve as a constraint to housing development.

Land Use Controls: The Community Development Element of the General Plan and corresponding zoning provide for a full range of residential types and densities dispersed throughout the City. Densities range from 2-5 units per acre in Very Low/Rural Residential areas to 15 units per acre in areas designed for High Density/Multi-Family Residential development. With approximately 40% of the City's potential development buildout earmarked for residential uses, the Community Development Plan cannot be interpreted as a constraint to the provision of affordable housing in Barstow.

The Barstow Zoning Ordinance sets forth standards for residential development. Standards for the City's five single-family and two multi-family zones are very flexible. The City has established a 6,000 square foot minimum lot size requirement for single family development, providing greater opportunities for affordable housing development than in many desert communities which require larger lots. The City has no

adopted minimum landscaping or open space requirements. The City's mobilehome subdivision zone provides for the long term conservation of Barstow's mobilehome parks.

Fees and Improvements: Various fees and assessments are charged by the City to cover the costs of processing permits and providing services and facilities, such as utilities, schools, and infrastructure. Almost all of these fees are assessed through a pro rata share system, based on the magnitude of the project's impact or on the extent of the benefit which will be derived. Development fees in Barstow have been kept to a minimum, with per unit fees for a typical single-family project of approximately \$4,250 (refer to Table 21); these fees compare favorably with other jurisdictions and present no undue constraints to development.

The majority of the Barstow jurisdiction is undeveloped land without most of its necessary infrastructure, such as streets, sewers, electrical, and water facilities, yet in place. As such, the cost of land improvements can be expected to be more than in highly urbanized areas.

Building Codes and Enforcement: The City of Barstow's building codes are based upon the State Uniform Building, Housing, Plumbing, Mechanical, and Electrical Codes with minor amendments. These codes are considered to be the minimum necessary to protect the public health, safety, and welfare. The local enforcement of these codes does not add significantly to the cost of housing.

Local Processing and Permit Procedures: The evaluation and review process required by City procedures contributes to the cost of housing in that holding costs incurred by developers are ultimately manifested in the selling price of the home. The review process in Barstow is governed by three levels of reviewing bodies: City Council, Planning Commission, and Community Services Planning Staff.

One way to reduce housing costs is to reduce the time for processing permits. Table 22 provides a list of average processing times for various resolutions or procedures which may be required prior to the final approval of a project. The majority of residential developments in the City are single-family home subdivisions which do not require an environmental impact report, thereby expediting processing time and costs. Project processing begins with the submittal of plans to the Building Division. Applications for Tentative Tract Subdivisions and Environmental Processing may be submitted concurrently to the Planning Division.

Average processing time for a typical residential project subject only to plan check and environmental processing is two to three weeks, with an additional four weeks for projects also subject to Planning Commission approval. While this review period is substantially less than in many other Southern California cities, a project's review time can be lengthened through the appeals review process.

TABLE 21
SUMMARY OF DEVELOPMENT FEES FOR TYPICAL
SINGLE-FAMILY RESIDENTIAL PROJECT
(March 1989)

Type of Fee	Amount
Tentative Subdivision Tract Map	\$250
School Fees	\$13,005
Sewer Connection Fee	\$1,250
Building Permit Fees	\$4,750
Plan Checks and Inspections	\$2,000
Total Development Fees	\$21,255
Per Unit Development Fees	\$4,251 per unit

Source: City of Barstow Community Services, Building, and Engineering Departments;
Barstow Unified School District;
Southern California Water Company;
Cotton/Beland/Associates, Inc.

Note: Calculations based on:

- a. 5 units on 1 acre parcel; 7,500 sq. ft. lots.
- b. 1,700 sq. ft. single-family dwellings.
- c. Home valuation of \$90,000.
- d. Barstow School District fee of \$1.53/sq. ft. for residential development.
- e. Building Permit Fee of \$950 per home.

TABLE 22
CITY OF BARSTOW
TIME REQUIREMENTS AND FEES FOR PROJECT PROCESSING

1. **General Plan Amendments/Zone Change**
Filing Fees: \$250 for initial GPA request
\$570 for actual amendment
\$335 for zone change

Three times annually. Hearing dates are scheduled after complete application is submitted. Public hearings at Planning Commission every three to four months. City Council hearings scheduled the following month.

2. **Tentative Parcel Map**
Filing Fee: \$185

Applications and fees must be received approximately 20 days prior to being placed on Planning Staff agenda. Tentative Parcel Map applications are not required to appear before the Planning Commission. Decision determined by Deputy City Manager, followed by 5 day appeal period.

3. **Tentative Subdivision Tract Map**
Filing Fee: \$200 + \$10/lot

Applications and fees should be submitted 30 days prior to Planning Commission Public Hearing. Planning Commission decision follows in approximately 10 days. Requires 20-day review period by the Barstow Unified School District. Average project time before attaining approval is four to six weeks.

4. **Environmental Processing**
No Fee

Applications have no deadline and are reviewed in-house by the Planning Staff. The process lasts approximately two to three weeks.

4. **Conditional Use Permits and Variances**
Filing Fees: \$235 for CUPs
\$110 for Variance for Single Family Dwelling
\$155 for all other Variances

Complete applications and fees must be submitted two to three weeks prior to Planning Commission Public Hearing. 5-day appeal period follows Planning Commission decision.

5. **Plan Check Review**
Filing Fee: Based on project valuation

Plans must be submitted to the Building Department. Approximately two to three weeks before single-family home plans are returned to the applicant. Multi-family projects are returned in three to four weeks.

Source: City of Barstow Community Services and Building Departments.

V. HOUSING OPPORTUNITIES

A. Residential Development Potential

The lack of developable vacant land is not a problem in Barstow. An inventory of land in the City revealed that there are currently 3,178 acres of vacant residential land in the City that could yield at ultimate buildout 12,460 housing units. Table 23 provides a breakdown of the mix of dwelling units which could be constructed under the General Plan. Approximately 30% of the potential residential dwelling units permitted under General Plan buildout are planned for very low densities (2 du/acres), with 45% of the units planned for single-family tract densities (5 du/acre), and 20% planned for urban densities (15 du/acre).

Land which will be most likely to develop in the immediate future is that which is currently served by infrastructure. As indicated in Table 23, existing infrastructure improvements would currently support an additional 2,950 dwelling units, consisting entirely of single-family and urban densities. Most of these new units will be accommodated south of the freeway and in the Lenwood area where upgraded infrastructure is available to support development. The City will continue to cooperate with developers to utilize assessment districts and Mello Roos community district financing to provide infrastructure to support additional residential development.

In addition to development on vacant lands, there is the potential for new residential development on sites which are currently developed at densities lower than those permitted under the General Plan. In order to encourage the development of residences in the immediate vicinity of downtown Barstow and stimulate consolidation of underutilized lots, the City has applied a "Residential incentive overlay" designation to an Urban living (15 du/acre) area north of Main Street in the vicinity of First Street. Development up to 25 dwelling units per acre is permitted in this approximately 20-acre area, providing for an additional 500 units of high-density housing.

As indicated in Chapter III, the Regional Housing Needs Assessment (RHNA) prepared by SCAG has identified a future housing need for Barstow of 877 units to be developed over the next five years (1988-1994). As the City's General Plan accommodates an increase in nearly 12,500 additional dwelling units, 2,950 of which are presently served by infrastructure, it provides for a residential development capacity more than adequate to meet the City's share of regional housing needs. In terms of development opportunities for lower income households, the 3,000 higher density dwelling units provided for under the Plan, along with 500 additional units of high-density housing in the Residential Incentive Overlay district, are a significant contribution to the stock of housing which can be priced within lower income groups' range of affordability.

TABLE 23
CITY OF BARSTOW
VACANT LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT

Land Use Category	Vacant Acreage	Potential DUs	Vacant Acreage Currently Served by Infrastructure	Potential DUs
Desert Living (2 du/acre)	1,810	3,620	0	0
Neighborhood Residential (5 du/acre)	1,168	5,840	503	2,515
Urban Living (15 du/acre)	200	3,000	29	435
TOTAL	3,178	12,460	532	2,950

Source: Cotton/Beland/Associates

B. Energy Conservation

As residential energy costs continue to rise, increasing utility costs reduce the affordability of housing, thus aggravating the City's current shortage of affordable units. The City has many opportunities to directly affect energy use within its jurisdiction. In addition to required compliance with the Building Code and Title 24 of the California Administrative Code relating to energy conservation, the City sets forth goals and policies which encourage the conservation of non-renewable resources in concert with the use of alternative energy sources to increase energy self-sufficiency. In large part, energy savings and utility bill reductions can be realized through the following energy design standards:

Glazing - Glazing on south facing exterior walls allows for winter sun rays to warm the structure. Avoidance of this technique on the west side of the unit prevents afternoon sun rays from overheating the unit.

Landscaping - Strategically placed vegetation reduces the amount of direct sunlight on the windows. The incorporation of deciduous trees in the landscaping plans along the southern area of units reduces summer sun rays, while allowing penetration of winter rays to warm the units.

Building Design - The implementation of roof overhangs above southerly facing windows shield the structure from solar rays during the summer months.

Cooling/Heating Systems - The use of attic ventilation systems reduces attic temperatures during summer months. Solar heating systems for swimming pool facilities saves on energy costs. Natural gas is conserved with the use of flow restrictors on all hot water faucets and shower heads.

Weatherization Techniques - Weatherization techniques such as insulation, caulking, and weatherstripping can reduce energy use for air-conditioning up to 55% and for heating as much as 40%. Weatherization measures seal a dwelling unit to guard against heat gain in the summer and prevent heat loss in the winter.

Efficient Use of Appliances - Each household contains a different mixture of appliances. Regardless of the mix of appliances present, appliances can be used in ways which increase their energy efficiency. Unnecessary appliances can be eliminated, proper maintenance and use of the stove, oven, clothes dryer, clothes washer, dishwasher, and refrigerator can also reduce energy consumption. New appliance purchases of air-conditioning units and refrigerators can be made on the basis of efficiency ratings. The State prepares a list of air-conditioning and refrigerator models that detail the energy efficiency ratings of the product on the market.

Efficient Use of Lighting - Costs of lighting a home can be reduced through purchase of light bulbs which produce the most lumens per watt, avoidance of multi-bulb fixtures and use of long life bulbs and clock timers on security buildings.

Load Management - The time of day when power is used can be as important as how much power is used. Power plants must have enough generating capacity to meet the highest level of consumer demand for electricity. Peak demands for electricity occur on summer afternoons. Therefore, reducing use of appliances during these peak load hours can reduce the need for new power plants just to meet unusually high power demands.

Southern California Edison Customer Assistance Programs

Southern California Edison (SCE) offers a variety of energy conservation services under Customer Assistance Programs (CAP). The 1989 budget allocated for these programs is estimated at \$4.5 million. These services are designed to help low-income, senior citizens, permanently handicapped, and non-English speaking customers control their energy use. All CAP participants must meet the federally-established income guidelines. Unless otherwise indicated, all services are available free-of-charge. An overview of available services follows:

No-cost Measures/Increased Rebates

Based on Home Energy Survey recommendations, customers may be eligible to receive evaporative coolers, clock thermostats, and/or weatherization services.

- Measures are installed by licensed contractors who work under an agreement with Edison.
- Hardware installations are warranted for a minimum of one year on parts and labor.
- Weatherization services are warranted for three years.
- Installations are inspected prior to contractor payment.

Relamping - Fluorescent Bulbs

This program is designed to help customers lower the cost of meeting their basic lighting needs. In Barstow, it is implemented by the San Bernardino County Energy Conservation Department.

- Low energy, fluorescent bulbs are installed by County representatives.
- Each household may receive a maximum of four bulbs for indoor/outdoor (porch) use.

Evaporative Cooler Maintenance

Residents who have evaporative coolers may have them serviced to ensure continued efficiency and increase equipment life span.

- Services are provided by licensed contractors or community-based organizations (CBOs).
- Services included drainage and cleaning the cooler water pan, checking belt tension and bearing lubrication, installing pads and providing a cooler cover.

Home Energy Survey

The survey is designed to identify cost-effective measures for the home.

- Surveys are performed by CBOs.
- Customers receive personalized results.
- Customers whose survey results recommend the installation of certain measures will be referred to licensed private/public contractors.

Energy Practices Survey (EPS)

Those who want to learn how various household behaviors affect their energy costs may complete a simple questionnaire that reveals ways to be more energy efficient. The EPS provides customers with no-cost/low-cost energy saving practices and offers a personalized prescription on how to use energy wisely and safely. The EPS is also available in several languages.

- EPS is offered in conjunction with the Home Energy Survey and Relamping services.
- Customers receive personalized results.

Residential Utility Conservation Advisory Committee (RUCAC)

RUCAC is comprised of community leaders from various interest groups. RUCAC advises SCE regarding effective ways of communicating with special-needs customers.

- RUCAC is composed of fifteen members.
- Members serve 18-month rotating terms and represent various constituencies throughout Edison's service territory.

Targeted Outreach

A variety of efforts to increase customer awareness of energy efficiency in the home and promote utility-sponsored customer service programs.

- Media articles tailored to specific customer groups will explain cost-effective ways to make their homes more efficient, outline no-cost/low-cost energy savings practices and publicize Edison's special programs.
- Direct mailers will be targeted to communities where a large percentage of customers have similar demographic characteristics.

Multi-ethnic Pilot

To improve Edison's multi-ethnic customer communications and good will, outreach workers from a CBO will contact non-English speaking customers within their own communities.

- Workers will distribute translated materials providing basic information on how to sign up for electric service, how to pay bills, efficient use of electrical appliances and available SCE programs.
- Targeted ethnic groups include Cambodian, Hispanic, and Vietnamese customers.

San Bernardino County Energy Programs

The San Bernardino County Community Services Department's Energy Conservation Division operates several energy conservation programs targeted at reducing energy costs for lower income households. They have contracts with both the State and Federal Department of Energy to administer home weatherization programs which provide up to \$750 to lower income households for weatherization improvements. The County's contract with Southwest Gas has targeted a lower income neighborhood in Barstow for home energy improvements of up to \$150 per unit. The County also administers Edison's relamping program. With three community outreach specialists in the Barstow area, the County has been highly successful in marketing its energy conservation programs to lower income households.

VI. HOUSING PLAN

Chapters II to V establish the housing needs, opportunities, and constraints in Barstow. The Housing Plan presented in the following chapter sets forth the City's quantified housing goals, policies and programs to address Barstow's identified housing needs.

A. Goals and Policies

The City of Barstow adopted a series of goals and objectives as part of its 1985 Housing Element to guide the development and implementation of its housing program. As part of the current Housing Element update, these adopted goals and objectives have been evaluated in terms of their effectiveness and actual results in implementation. In addition, the adopted goals and objectives were reviewed as to their appropriateness in addressing the housing needs identified in this Housing Element update.

The following goals and policies reflect a revision to those previously adopted to incorporate what has been learned from the prior element, and to adequately address the community's identified housing needs. These goals and policies will serve as a guide to City officials in daily decision making.

GOAL 1: PROVIDE A RANGE OF HOUSING BY LOCATION, TYPE AND PRICE TO MEET THE GROWTH NEEDS OF THE CITY.

POLICY 1.1: Provide a variety of residential development opportunities in the City, ranging from very low density/Desert Living to higher density/Urban Living, as designated in the Land Use Policy Map.

POLICY 1.2: Encourage the development of housing for the elderly by offering incentives such as land write-downs on City-owned property, density increases and reductions in parking requirements. Coordinate with local lending institutions to ensure the availability of financing for senior housing projects and congregate care facilities.

POLICY 1.3: Encourage the development of residential units which are accessible to handicapped persons or are adaptable for conversion to residential use by handicapped persons. Pursuant to State law, require apartment complexes with 20 or more units to provide a minimum of one handicapped accessible unit, with two units required of developments over 100 units.

POLICY 1.4: Allow for the development of second units for senior citizens in single-family zones subject to the availability of adequate infrastructure.

POLICY 1.5: Permit the development of manufactured housing in all residential zones, pursuant to the City's manufactured housing ordinance.

POLICY 1.6: Encourage the development of childcare facilities coincident with residential development, and consider additional development incentives. Review the City's Zoning Ordinance and remove any unnecessary restrictions related to developing childcare facilities in residential zones.

POLICY 1.7: Encourage the construction of planned residential developments in the City.

POLICY 1.8: Encourage the development of upper-end housing to provide opportunities for Moderate and Upper Income employees in the City to reside in Barstow.

POLICY 1.9: Encourage the development/rehabilitation of structures in the area north of downtown Barstow which successfully integrate residential rehabilitation with other mixed uses.

POLICY 1.10: Facilitate timely permit and development plan processing for residential construction. Allow priority development review processing for low and moderate income housing applications, as well as housing for the elderly.

POLICY 1.11: Continue the use of favorable home purchasing techniques, such as mortgage revenue bonds and the County's first time homebuyer program, as might become available through public and private agencies and institutions.

GOAL 2: CONSERVE AND IMPROVE THE CONDITION OF THE CITY'S EXISTING HOUSING STOCK.

POLICY 2.1: Utilize the City's code enforcement program as the primary tool for bringing substandard units into compliance with City codes and for improving overall housing conditions in Barstow.

POLICY 2.2: Pursue the removal of abandoned substandard housing units in the City's flood prone areas.

POLICY 2.3: Encourage vigorous enforcement of the City's nuisance ordinance, along with other applicable codes, to promote property maintenance.

POLICY 2.4: Actively market the City's existing rehabilitation programs which provide financial and technical assistance to lower income property owners to enable correction of housing deficiencies which could otherwise not be undertaken.

POLICY 2.5: Coordinate with San Bernardino County to encourage the rehabilitation and repair of housing units in unincorporated areas adjacent Barstow.

GOAL 3: PRESERVE AND ENHANCE THE QUALITY OF RESIDENTIAL NEIGHBORHOODS IN BARSTOW, AND ENSURE THAT NEW HOUSING IS SENSITIVE TO THE EXISTING NATURAL AND BUILT ENVIRONMENT.

POLICY 3.1: Ensure that multi-family development is compatible in design with single-family residential areas, and is consistent with the low scale character of Barstow.

POLICY 3.2: Regularly examine new residential construction methods and materials, and upgrade the City's residential building standards as appropriate.

POLICY 3.3: Prohibit new residential development to front on major arterial highways without adequate setbacks and buffering.

POLICY 3.4: Ensure higher quality development standards in new mobile home developments as specified in the City's Mobile Home Subdivision zone, including compatibility with adjacent single-family neighborhoods.

POLICY 3.5: Require that housing constructed expressly for low and moderate income households not be concentrated in any single area of Barstow.

POLICY 3.6: Locate higher density residential development in close proximity to public transportation, services and recreation.

POLICY 3.7: Prohibit housing development in areas subject to significant geologic, flooding, blowsand, noise and fire hazards.

POLICY 3.8: Accommodate new residential development which is coordinated with the provision of infrastructure and public services.

POLICY 3.9: Encourage the use of energy conservation devices and passive design concepts which make use of the natural climate to increase energy efficiency and reduce housing costs.

GOAL 4: PROMOTE EQUAL OPPORTUNITY FOR ALL RESIDENTS TO RESIDE IN THE HOUSING OF THEIR CHOICE.

POLICY 4.1: Affirm a positive action posture which will assure that unrestricted access is available to the community.

POLICY 4.2: Prohibit practices which restrict housing choice by arbitrarily directing prospective buyers and renters to certain neighborhoods or types of housing.

POLICY 4.3: Continue active support and participation with the San Bernardino County Community Housing Resource Board and Inland Mediation Board to further spatial deconcentration and fair housing practices.

B. Regional Housing Needs Assessment

State law requires jurisdictions to provide for their share of regional housing needs. The Southern California Association of Governments (SCAG) has determined the 1989-1994 needs for the City of Barstow, and has estimated the number of households which the City will be expected to accommodate during this period. Future housing needs reflect the number of new units needed in a jurisdiction based on households which are expected to reside within the jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses. These needs were forecast by the 1988 Regional Housing Needs Assessment (RHNA), which considered on a regional and local level: market demand for housing, employment opportunities, availability of suitable sites for public facilities, commuting patterns, type and tenure of housing need, and housing needs of farm workers.

According to the model, housing to accommodate 877 households would need to be added to the City's June 30, 1989 total households by July 1994 to fulfill the City's share of regional housing needs. Based on the distribution of regional income, this total can be further divided among HUD's four income groups to identify the types of households to be provided for as follows:

TABLE
CITY OF BARSTOW
1989-1994 HOUSEHOLD NEEDS BY INCOME GROUP

Very Low (0-50% County median income)	137 (15.7%)
Low (50-80% County median income)	198 (22.6%)
Moderate (80-120% County median income)	197 (22.5%)
Upper (over 120% County median income)	<u>344 (39.2%)</u>
Total Households	877

Source: SCAG Regional Housing Needs Assessment, June 1988 (Draft)

The intent of the future needs allocations by income group is to relieve lower income impaction - the undue concentration of very low and low income households in a jurisdiction. Localities must fully address their existing needs in order for impaction avoidance goals to be achieved in the future period.

C. Implementing Programs

The Housing Element describes the housing needs of the City's current and projected population, as well as the specific needs resulting from the deterioration of older units and special needs for certain segments of the City's population. The goals and policies contained in the Housing Element address the City's identified housing needs. These goals and policies are implemented through a series of housing programs that are funded and administered through a variety of local, regional, State and Federal agencies. The following comprehensive program strategy consists of both programs currently in use in the City and additional programs to provide the opportunity to adequately address the City's housing needs.

The housing programs set forth in this section include: programs which were set forth in the previous 1985 Housing Element; programs which the City has undertaken since adoption of the prior Housing Element; and new programs which have been added to address an unmet housing need. This section provides a description of each housing program, any previous program accomplishments, and future program goals. The Housing Program Summary at the end of this section summarizes the prior accomplishments and future 5-year goals of each program, along with identifying the program funding source and agency responsible for implementation.

Community Development Block Grant

Barstow participates in the Urban County Program of the Federal Community Development Block Grant (CDBG) Program. Funds have been used for a variety of projects benefiting low and moderate income households. In addition, Barstow has taken advantage of other housing funding programs as they have become available and combined these with their CDBG funding allocation to make a project work. Block grant monies have been utilized in Barstow on the following types of housing programs:

- a. CDBG Rehabilitation Loans: Barstow is a cooperating City in the rehabilitation loan program administered through San Bernardino County. This program, under an agreement with Security Pacific National Bank and Pomona First Federal, provides six percent interest rate housing rehabilitation loans of up to \$15,000 to lower income homeowners and apartment owners throughout the County. All health and safety problems must be corrected before any other home improvements can be made.

The City's 1985 Housing Element indicated a goal of 12 rehabilitation loans for single and multi-family units under the CDBG Rehabilitation Program. According to the San Bernardino County Office of Community Development, the achievements under this program have been somewhat limited, with only eight single-family loans issued between 1984-1989. It is recommended that this program be more actively marketed by the City to generate additional housing rehabilitation efforts in Barstow. While newspaper advertisements are currently used to publicize any

changes in loan qualifications, widespread outreach should include the placement of brochures at key community locales, including City Hall, the Senior Citizens Center, the library and hospital. The City may also want to consider conducting targeted mailings to lower income areas in particular need of housing rehabilitation. The objective of this program will be to rehabilitate 20 units over the next five years.

- b. CDBG Senior/Disabled Repair Grants: Through the County, Barstow makes grants available to lower income seniors and disabled households for needed housing repairs. Grants are for an average of \$1,200- \$2,000, and do not have to be repaid. While health and safety deficiencies receive priority for repair (e.g. broken septic tanks, roof repair), grant monies may also be utilized for improvements such as handicapped access and unit painting. The City's 1985 Housing Element indicates a goal of 100 repair grants over the 1984-1989 period. According to the County, 88 grants were made during this period in Barstow, indicating the success of this program. The City could coordinate expanded advertisement of this program along with its CDBG rehabilitation loan program. The five year objective of this program will be to provide repair assistance to an additional 100 households.
- c. Deferred Loans: Some lower income households in need of housing rehabilitation assistance may not qualify for a CDBG rehabilitation loan, and if they aren't elderly or disabled, also don't meet the criteria for a CDBG repair grant. The County thus offers deferred loans on a case by case basis to households which don't qualify for other rehab programs. As available CDBG funding is limited, assistance is generally limited to that necessary to correct health and safety deficiencies.

Rental Rehabilitation Program

In addition to the CDBG Rehabilitation Loan Program, the County also operates a separate Rental Rehabilitation Program to encourage rehabilitation of substandard apartment buildings in targeted neighborhoods. Through the Rental Rehab Program, the County offers up to a 50% subsidy grant (0% interest) to pay towards the total cost of a rehabilitation project for apartment buildings occupied by lower income tenants; the apartment owner is responsible for obtaining financing for the balance. Loans can be made for up to \$5,000 for bachelor units, \$6,500 for two bedrooms, \$7,500 for three bedrooms, and \$8,500 for apartment units with three or more bedrooms.

The City's 1985 Housing Element identifies a five year rehabilitation goal of 15 to 20 units. However, the County Department of Community Development indicates that they have only recently begun implementation of this program, and that no units have yet been rehabilitated in Barstow. The County is currently in the process of mailing a description of the program to apartment owners in targeted lower income neighborhoods in

Barstow to publicize the availability of Rental Rehab funding. While it is difficult to predict the accomplishments of this program over the next five years due to the uncertainty of landlord interest and future funding levels, it is an appropriate program for the older areas of Barstow, and the City will work with the County to publicize its availability, with the objective of achieving the rehabilitation of six units annually.

Code Enforcement

The objective of the City's Code Enforcement Program is to bring substandard housing units into compliance with City codes. Since adoption of the 1985 Housing Element, the City has developed a Nuisance Ordinance to ensure City codes regarding property maintenance are adhered to. The City may in addition want to adopt a more rigorous code enforcement program related to building safety. Owners of substandard rental units which fail to bring their buildings up to code could be prevented from taking State income tax deductions for interest, taxes and depreciation. Extra taxes collected under this provision would go to the City, and could be used to support various housing programs.

Numerous abandoned substandard housing units are located in the City's flood prone areas. The City should target these structures for demolition where the structure presents a significant safety risk and is unviable economically to rehabilitate. Relocation assistance should accordingly be provided to any displaced residents.

Mortgage Revenue Bond Financing

The City of Barstow, along with San Bernardino County, issues bonds to support the development of multi-family or single-family housing for low and moderate income households. Bonds for single-family housing are used to finance the purchase or rehabilitation of owner-occupied homes. Proceeds from the bond sales are used to make mortgage or rehabilitation loans to qualified low and moderate income homebuyers. The bonds are serviced and repaid from the mortgage payments made by the property owners.

Multi-family mortgage revenue bonds are used to finance construction and mortgage loans as well as capital improvements for multi-family housing. Federal law requires that 20% of the total units in an assisted project be reserved for lower income households. Recent state legislation requires that one half of the reserved units be set-aside for Very Low Income households.

The County of San Bernardino has issued bonds for the construction of 90 multi-family units (2 separate projects) located in Barstow in 1983. In 1984, the County issued mortgage revenue bonds in connection with its first time homebuyer program for two single-family projects, totaling 154 units. Since this time, the City has gained the expertise to issue its own mortgage revenue bonds, and has successfully generated the construction of 562 multi-family units, one-quarter of which are affordable to low and

moderate income households. While future bond activity in Barstow is uncertain, a goal of one bond-funded project, providing an estimated 70 units, has been established for the five year time period of the Housing Element.

Section 8 Rental Assistance Payments/Housing Vouchers

The Section 8 rental assistance program extends rental subsidies to low income families and elderly which spend more than 30 percent of their income on rent. The subsidy represents the difference between the excess of 30% of the monthly income and the actual rent. The voucher program is similar to the Section 8 Program, although participants receive housing "vouchers" rather than certificates. Vouchers permit tenants to locate their own housing. Unlike in the certificate program, vouchers permit participants to rent units which exceed the federally determined fair market rent in an area, provided the tenant pays the extra rent increment above the fair market rent. The Reagan administration had proposed converting the certificate program to a voucher system, which will likely occur through time.

In May, 1989, 27 households were participating in the Section 8 Program in Barstow. The County Housing Authority indicates an April 1989 waiting list of 120 households for Section 8 certificates/vouchers. Based on a goal of meeting one-third of Barstow's rental subsidy needs, the City will actively pursue an additional 40 housing certificates/vouchers for the five year period of the Housing Element.

Scattered Sites/Public Housing Program

The Scattered Sites Public Housing Program, which is administered by San Bernardino County, is designed to provide small scale public housing throughout the County. Public housing units developed through this program are intended to blend in with existing neighborhoods and provide an opportunity for lower income households to live in neighborhoods throughout the City. As of April 1989, there were 28 units provided through this program in Barstow. There were also 220 units of conventional public housing for families and elderly in Barstow, with an additional 28 units in a Section 8 housing project. The City will continue to participate in this program and expects an additional 8 to 10 units of scattered site/public housing so long as federal funds are available.

Density Bonus

The City will consider Conditional Use Permits for density bonuses, or provide equivalent financial incentives as outlined under Section 65915 of the Government Code.

Approval of a Conditional Use Permit for a density bonus is contingent upon the availability of adequate infrastructure to serve the proposed site, along with the compatibility of the additional density with adjacent land uses. The five year goal of the Housing Element is to facilitate the development of 36 units of low/mod or senior citizen housing through use of density bonus incentives.

The City will consider other incentives to encourage the development of housing which meets Barstow's identified housing needs, such as larger dwelling units for large families, move-up housing opportunities for long time residents, and upper-end housing for Moderate and Upper Income employees which currently commute into the City from outside locales.

Land Assemblage and Write-Down

The City of Barstow owns a 3.82 acre parcel of vacant land adjacent an existing senior citizen center. As an incentive to provide a senior housing project on this site, the City may offer to write-down the cost of the land. The intent would be to reduce land costs to the point that it becomes economically feasible for a private, usually not-for-profit developer to build units which could rent at rates affordable to senior citizen households. Current zoning on this parcel would provide for 57 units, with an additional 15 units granted under the City's density bonus provisions. In order to further reduce development costs, the City's zoning ordinance allows for a reduction in parking requirements for the provision of senior citizen housing.

Mobile Home Park Assistance Program

Mobile homes provide an affordable residential ownership opportunity for many households which could not otherwise afford the option of home purchase. With nearly ten percent of Barstow's housing stock comprised of mobile homes, these units represent a significant proportion of the City's stock of affordable ownership units. To provide for the long term conservation of these units, the City has created a permanent mobile home park subdivision zone.

While the City can help to conserve existing mobile homes, it does not control the rents charged by park owners. One option for mobile home park residents to control rental costs is to obtain ownership of the park. The Mobile Home Park Assistance Program, offered by the State Department of Housing and Community Development, provides financial and technical assistance to mobilehome park residents who wish to purchase their mobilehome parks and convert the parks to resident ownership. Loans are made to low-income mobilehome park residents or to organizations formed by park residents to own and/or operate their mobilehome parks, thereby allowing residents to control their housing costs. Loans are limited to 50 percent of the purchase price plus the conversion costs of the mobilehome park, and are awarded by the State on a competitive basis. Applications must be made with mobilehome park residents who must form a

resident organization, and a local public entity as co-applicants. The City could help to facilitate the use of this program by advertising its availability to mobilehome park residents, and by serving as co-applicant for resident organizations applying to the State for funding.

Fair Housing Counseling

The Urban County CDBG program contract with Inland Mediation to provide landlord-tenant counseling and fair housing counseling for all participating cities. Although the program is located in the Valley, it utilizes volunteers from throughout the County including Barstow. Information about the program is available from the City or the County Office of Community Development.

Desert Manna

Barstow is located on one of the major access routes to the Los Angeles area. Although the need for emergency shelter for its own residents is only occasional, there are frequently individuals and families who become stranded in Barstow as a result of transportation difficulties who need emergency assistance with food and shelter. The churches in Barstow have joined together to provide emergency services to the homeless and have sponsored the development of an emergency shelter, Desert Manna on city-owned property. This shelter opened its doors in midyear 1989, and provides overnight accommodations for up to 45 persons. The City shall continue in its support of the Desert Manna emergency shelter to address the needs of the homeless.

Housing Program Monitoring

In order to evaluate the effectiveness of Barstow's housing programs on an ongoing basis, the City could develop an housing program monitoring system. A computer spreadsheet could be developed to track usage of the City's housing programs by geographic location, providing information to enable the City to more accurately target its housing programs. Variables such as household type (family, elderly, female-headed, minority), income, and size could be included as part of the data base to enable the City to track the level of assistance provided to specific household groups, including those with special housing needs. Underutilized programs could easily be identified by comparing the total funding capacity for each program with the program's actual usage. Such a housing program monitoring system would provide valuable information for updating the City's Housing Element every five years.

Energy Conservation

As described in Section V.B of the Housing Element (Energy Conservation), energy conservation programs are offered through both San Bernardino County and Southern California Edison. These programs are targeted at reducing energy costs for lower income households. The City shall continue to support and assist in publicizing these energy conservation programs.

Fast Track Processing

The City is considering developing an expedited processing procedure for projects with an affordable component, as well as housing for the elderly, which require approval by the City's Planning Commission or Council. This program would be helpful in reducing holding costs while processing the approvals necessary for zone changes, density bonus, plan check and building permit procedures, thereby resulting in lower construction costs and more affordable housing.

SUMMARY OF HOUSING PROGRAM ACCOMPLISHMENTS AND GOALS
CITY OF BARSTOW

<u>PROGRAM</u>	<u>RESPONSIBLE AGENCY</u>	<u>FUNDING</u>	<u>PRIOR GOAL (1984-89)</u>	<u>PRIOR ACHIEVE- MENTS (1984-89)</u>	<u>FUTURE GOAL (1989-94)</u>	<u>IMPLEMENTATION TIME FRAME</u>
CDBG Rehabilitation Loans	County Office of Community Development (OCD)	CDBG	12 units	8 units	20 units	Ongoing
CDBG Senior/Disabled Repair Grants	OCD	CDBG	100	88	100	Ongoing
Deferred Loans	OCD	CDBG	N/A	N/A	As needed	Ongoing
Rental Rehabilitation Program	OCD	HUD	15-20 units	0	30 units	Ongoing
Code Enforcement	Building & Safety Dept.	City of Barstow	N/A	--	Continue	Ongoing
Mortgage Revenue Bonds	City of Barstow, OCD	Revenue Bonds	250 units	154 sf 562 mf	1 project, est. 70 units	Within 5 years
Section 8 Rental Assistance Payments/Housing Vouchers	City of Barstow, San Bernardino County Hous- ing Authority (HA)	HUD	20-30 new certifi- cates	27 total certifi- cates (decrease over past years)	Actively pursue an additional 40 housing certificates/ vouchers	Within 5 years
Scattered Sites/Public Housing Program	City of Barstow	Housing Authority	8-10 units	228 (no change over past years)	8-10 units	Ongoing
Density Bonus Program	City of Barstow	None necessary	--	--	36 low/mod or senior units	Within 5 years

SUMMARY OF HOUSING PROGRAM ACCOMPLISHMENTS AND GOALS
CITY OF BARSTOW
(continued)

PROGRAM	RESPONSIBLE AGENCY	FUNDING	PRIOR GOAL (1984-89)	PRIOR ACHIEVEMENTS (1984-89)	FUTURE GOAL (1989-94)	IMPLEMENTATION TIME FRAME
Land Assemblage and Write Down	City of Barstow	City funds	--	--	1 senior housing project, 72 units	Within 5 years
Fair Housing Counseling	Inland Mediation	CDBG	N/A	--	Continue	Ongoing
Mobile Home Subdivision Zone	City of Barstow	None necessary	--	--	Conservation of City's 730 mobile home units	Ongoing
Mobile Home Park Assistance Program	City of Barstow	State HCD	--	--	Encourage Use	As requested
Desert Manna	City of Barstow	Stuart B. McKinney funds, local churches, private contributions and other sources	--	45 bed homeless shelter	Facilitate the development of additional shelters as needed	As requested
Energy Conservation	County Community Services Department, Southern California Edison	Varies	--	--	Encourage use	Ongoing
Fast Track Processing	City of Barstow	None necessary	--	--	Develop expedited processing procedure	Within two years

Total units to be constructed:	188 assisted units
	877 total units (projected new construction need per RHNA)

Total units to be rehabilitated: 150 units

Total units to be conserved:

- 730 mobile home units
- 67 multi-family (Section 8)
- 228 public housing

**CITY OF BARSTOW
HOUSING ELEMENT AMENDMENT
TO ADDRESS SB 1019**

Housing element legislation passed in 1991 (SB 1019) now requires quantified housing element goals to be established by income category. The quantified goals now have to establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved during the five-year housing element period. (Government Code Section 65583 (b)(2)).

In response to this requirement, the 5 Year Housing Goals established in the Barstow Housing Element (Page VI-13) have been disaggregated by income category. In addition, the housing conservation goal now includes conservation of the 104 low income units developed under the multi-family bond program at risk of conversion to market rate.

The following are the revised 1989-1994 Barstow Housing Element Goals:

HOUSING GOAL	INCOME CATEGORY				
	Total	Very Low	Low	Mod	Upper
Housing Construction (Regional Housing Need)	877	137	198	197	344
Housing Rehabilitation ¹	150	110	40		
Housing Conservation (Low Income Bond Units, Rent Subsidies, Public Housing, Mobile Homes)	1,129	590	531		

¹ Income distribution for rehabilitation goals based on targeting of specific rehab programs in City.

*Preservation of Assisted Housing:
Analysis and Programs*

City of Barstow

Cotton/Beland/Associates, Inc.



CITY OF BARSTOW

DRAFT
Preservation of Assisted Housing:
Analysis and Programs

April 29, 1992

Cotton/Beland/Associates, Inc.
747 E. Green Street, Suite 400
Pasadena, CA 91101

619 S. Vulcan Avenue, Suite 205
Encinitas, CA 92024

**CITY OF BARSTOW
PRESERVATION OF ASSISTED HOUSING:
ANALYSIS AND PROGRAMS**

TABLE OF CONTENTS

Section	Page
INTRODUCTION	1
INVENTORY OF UNITS AT RISK	1
COST ANALYSIS	6
COST COMPARISON	9
RESOURCES FOR PRESERVATION	10
QUANTIFIED OBJECTIVES	11
PROGRAMS FOR PRESERVATION	12

LIST OF TABLES

	Page
Table 1 Assisted Housing Inventory	1
Table 2 Monthly Rents	6
Table 3 Costs of Transferring Ownership	8

INTRODUCTION

This report amends the Barstow General Plan Housing Element adopted on November 20, 1989 in response to a recent amendment of housing element law, codified in Government Code Section 65583. Under this law, jurisdictions must evaluate the potential for currently rent restricted low-income housing units to convert to non-low income housing and propose programs to preserve or replace those units.

Consistent with State requirements, this report includes the following parts:

1. An inventory of restricted low income housing projects in the City and their potential for conversion;
2. An analysis of the costs of preserving and/or replacing the units "at risk";
3. Quantified objectives for the number of "at-risk" units to be preserved;
4. An analysis of the organizational and financial resources available for preserving and/or replacing the units "at risk";
5. Programs for preserving the "at-risk" units.

INVENTORY OF UNITS AT RISK

This section identifies all of the low income housing units in the City of Barstow that are at risk of converting to non-low income housing uses between July 1, 1989 and July 1, 1999. No units are at risk of losing their low-income restrictions during the current five-year Housing Element period (July 1, 1989 - July 1, 1994). However, between July 1, 1994 and July 1, 1999, low-income use restrictions may potentially expire on five mortgage revenue bond projects.

Table 1 presents an inventory of all assisted housing projects in the City of Barstow. This inventory includes all multi-family rental units assisted under federal, state, and/or local programs, including HUD programs, state and local bond programs, redevelopment programs, and local in-lieu fee, inclusionary, density bonus, or direct assistance programs. The inventory covers all units that are eligible to change to non-low income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. This inventory was compiled by interviews with City staff, the City and County Housing Authorities, HUD, and review of "Inventory of Federally Subsidized Low-Income

Rental Units at Risk of Conversion" (California Housing Partnership Corporation), and "The Use of Housing Revenue Bond Proceeds - 1990" (California Debt Advisory Commission).

New Desert Vista III is financed with a City mortgage revenue bond. Twenty-nine of the project's 142 units are subject to affordability controls. Use restrictions on these 29 units will not expire until the year 2006.

Virginia Terrace is a 75-unit apartment complex with a 20-year project-based Section 8 contract. Expiration of the Section 8 contract will take place in the year 2001. Analysis of potential risk of conversion will be performed in the next Housing Element update period.

The County of San Bernardino maintains 293 conventional public housing units and 28 scattered sites units in the City of Barstow. Discussion with representatives from HUD indicates that there is no potential risk of losing public funding to assist these units.

"At risk" assisted housing projects in the City of Barstow include three City and two County mortgage revenue bond projects. The multi-family mortgage revenue bond programs provide preferential financing for the construction of multi-family rental units in exchange for the reservation of 20 percent of the project's units for low and moderate income households. Projects developed prior to the 1986 Tax Reform Act must maintain the low-income restrictions for a minimum of ten years, whereas projects developed subsequent to this Act must commit their 20 percent designated units for more than 15 years or as long as the bonds are outstanding.

Description of At-Risk Projects

The three City bond projects at risk of converting from low-income use are Scenic View, Villa Vista, and Rimrock Village. Scenic View is a 156-unit project with low-income restrictions on 31 units. Ten of the income-restricted units are targeted for very low income households, and are comprised of two one-bedroom units and eight two-bedroom units. The remaining 21 restricted units in Scenic View are set aside for low income households; all 21 are two-bedroom units. The earliest potential conversion date for Scenic View will occur in June 1995. Villa Vista is a 136-unit apartment complex with 27 units subject to affordability controls. Use restrictions on these units will expire in 1996. Rimrock Village has a total of 138 units, of which 28 two-bedroom units are subject to low-income restrictions. Low-income use restrictions on these 28 units are eligible for expiration in April 1998.

Affordability controls on two County multi-family housing bond projects -- Casa Del Sol and Borrego Rim -- will expire prior to July 1999. Eight of the 42 units in Casa Del Sol are income-restricted units. Use restrictions on these units will

**TABLE 1
CITY OF BARSTOW
ASSISTED HOUSING INVENTORY**

Project Name, Address	Owner	Type(s) of Project Based Government Assistance	Length of Affordability Controls	Earliest Potential Conversion Date(s)	Total # of Units in Project	# of Units Subject to Con- version	Tenant Type (i.e. elderly, family)	Bedroom Mix	Date Built	Reported Condition
Scenic View 755 Virginia Way Barstow CA 92311	Albert Sykes 12900 Fredrick St. No. D Moreno Valley CA 92337	City Multi- family Housing Bond	10-year Affordability Restriction	6/1995	156	31	Family	2 - 1br 29 - 2br	6/1985	Good
Villa Vista Apts. 550 S. Yucca Barstow CA 92311	Villa Vista c/o Pottermort Assoc., Inc. 3939 Vincennes Indianapolis ID 46268	City Multi- family Housing Bond	10-year Affordability Restriction	1996	136	27	Family	2 - std 24 - 1br 1 - 2br	1985	Good
Rimrock Village 1801 Rimrock Rd. Barstow CA 92311	Nolan Hamerly P.O. Box 53 Salinas CA 90274	City Multi- family Housing Bond	10-year Affordability Restriction	4/1998	138	28	Family	3 - 1br 25 - 2br	4/1988	Good
Casa Del Sol 1250 Barstow Rd. Barstow CA 92311	Michael Shepparo 1545 Via Leon Palo Verde CA 90274	County Multi-family Housing Bond	10-year Affordability Restriction	1996	42	8	Family	5 - 1br 3 - 2br	1986	Good
Borrego Rim 2011 Borrego Barstow CA 92311	Stephen Kaplis 1561 Wyndham Ct. Santa Ana CA 92705	County Multi-family Housing Bond	10-year Affordability Restriction	1998	48	10	Family	10 - 2br	1988	Good

TABLE 1
CITY OF BARSTOW
ASSISTED HOUSING INVENTORY
(continued)

Project Name, Address	Owner	Type(s) of Project Based Government Assistance	Length of Affordability Controls	Earliest Potential Conversion Date(s)	Total # of Units in Project	# of Units Subject to Con- version	Tenant Type (i.e. elderly, family)	Bedroom Mix	Date Built	Reported Condition
New Desert Vista III Apts. 2201 & 2301 South Muriel Barstow CA 92311	Redlands Federal Bank P.O. Box 3260 Redlands CA 92373	City Multi- family Housing Bond	30-year Affordability Restriction	2006	142	29	Family	13 - 1br 12 - 2br 4 - 3br	1985 & 1986	Good
Virginia Terrace 615 E. Virginia Way Barstow CA 92311	Lincoln Property 16152 Beach Bl. Huntington Beach CA 92647	Section 221(d)(4) Section 8	40-year Mortgage 20-year Contract	 3/2002	76 76	 75	Family	12 - 1br 44 - 2br 16 - 3br	1981	Good
Conventional Public Housing	San Bernardino County Housing Authority	Public Housing	Permanent	Not Eligible	293		Family			Good

Source: Compiled by Cotton/Beland/Associates, April 1992.

expire in 1996. In exchange for preferential financing, ten two-bedroom units in the 48-unit Borrego Rim project are subject to affordability control until 1998. A total of 104 units are at risk of losing their low-income use restrictions in Barstow. Two of these units are efficiency units, 34 of them are one-bedroom units, and the remaining 68 are two-bedroom units.

Conversion Potential

The likelihood that the "at risk" units will convert to market rate will depend primarily on the availability and attractiveness of incentives encouraging their continued use as low-income housing. The ability to charge higher rents is the primary economic incentive for owners of assisted housing to convert low-income units to market rate.

While property owners of the "at risk" projects report relatively high vacancy rates in their projects, a recent vacancy study on 14 rental properties in the City yields an average vacancy rate of 1.1 percent. The study also indicates that larger projects tend to have lower vacancy rates. Differentials in rental rates between market rate and low-income units in the "at-risk" projects are insignificant. Market rate units in Villa Vista, Casa Del Sol, and Borrego Rim are renting at rates below the Fair Market Rent established by the County Housing Authority. Overall, rental rates for market rate housing in the five assisted housing projects range from \$350 to \$450 for one-bedroom units and from \$425 to \$545 for two-bedroom units. Income-restricted units are renting between \$330 to \$435 for one-bedroom units and \$395 to \$485 for two-bedroom units. Efficiency units in Villa Vista are renting at a monthly rate of \$310. Table 2 presents the rent-restricted and market rate rents for each project.

Given these rental rates, there is little monetary incentive for the owners of these projects to convert their units to market rate, and if there were a conversion, the economic impacts on the low-income tenants would not be significant. However, low-income restrictions on these projects will not expire until 1995 or later. By that time, the rental market may have picked up in pace, causing an increase in rental rates and corresponding increase in the profitability of conversion.

**TABLE 2
MONTHLY RENTS**

Project	Rent-Restricted Units		Market Rate Units	
	1-Bedroom	2-Bedroom	1-Bedroom	2-Bedroom
Scenic View	\$425-\$435	\$455-\$485	\$450	\$505
Villa Vista	\$395	\$450-\$465	\$395	\$450-\$465
Rimrock Village	\$330-\$370	\$395-\$430	\$445	\$545
Casa Del Sol	\$350	\$425-\$455	\$350	\$425-\$455
Borrego Rim	\$385	\$475	\$385	\$475
Range	\$330-\$435	\$395-\$485	\$350-\$450	\$425-\$545

Source: Current rental rates obtained directly from each property manager.

COST ANALYSIS

The following discussion examines both the cost of preserving the units at risk and the costs of producing new rental housing comparable in size and rent levels to replace the units which could convert. A cost estimate has been developed for each option based on information provided from the County Housing Authority, the project's management company, and local developers. Actual costs involved in each option will also depend on the rental and real estate market situation at the time the low-income use restrictions on the project expire.

Preservation Costs

Preservation of the at risk units can be achieved in three ways: use of Section 8 subsidies; transfer of ownership to a non-profit entity; or issuance of a new mortgage bond. The following estimates the costs associated with each option for each at risk projects.

Rent Subsidy: When the low-income use restrictions on the at risk units expire, Section 8 certificates can be used to subsidize the property owners for extending the affordability of those units. None of the four at risk projects currently receive Section 8 subsidies. Under the Section 8 certificate program, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent on the unit.

Section 8 certificates are only available to very low income households - households earning less than 50 percent of the County median income. The 1991 HUD median income for the San Bernardino region is \$36,000. Assuming the

average very low income household has an income at 30 percent of the regional median income, the average income of Section 8 recipients in San Bernardino County would be \$10,800. Under these assumptions, monthly housing costs affordable to Section 8 recipients are estimated to be approximately \$270 (based on HUD's definition of affordable housing costs as 30 percent of household income).

According to the San Bernardino County Housing Authority, Fair Market Rent for an efficiency unit ranges from \$381 to \$456, a one-bedroom unit ranges from \$400 to \$475, and from \$450 to \$550 for a two-bedroom unit. Thus, the difference between housing costs affordable to very low income households and the Fair Market Rent are from \$111 to \$186 for an efficiency unit, from \$130 to \$205 for a one-bedroom unit and from \$180 to \$280 for a two-bedroom unit. Given the unit mix of all 104 at-risk units, the total cost of subsidizing the rents for these units is estimated at \$202,584 to \$316,584 annually.

The San Bernardino County Housing Authority Section 8 program has a waiting list of three to five years and has been closed for application since March 1989. Given the high demand for units participating in Section 8 program and the high vacancy rates at the "at risk" projects, listing the projects at the County Housing Authority as participating projects can be a good marketing tool for the property owners. To qualify for listing, projects have to be evaluated according to the building condition and project-based Fair Market Rents will be established accordingly.

Transfer Ownership: A second preservation option is to transfer ownership of the projects with at risk units to community-based non-profit or government entities, such as the San Bernardino County Housing Authority. By transferring the ownership of these projects to non-profit housing organizations, low-income use restrictions could be extended to cover all units in the projects, and the projects will become eligible for a greater range of government assistance programs.

Given the good condition and relatively young age of these projects, project maintenance costs are likely to be low. In addition, no rehabilitation improvements have been identified as necessary. Assuming a 10 percent downpayment on these projects, the potential buyers of these projects will need to secure a mortgage loan of \$5,530,912 for purchase of Scenic View, \$3,974,691 for Villa Vista, \$4,861,728 for Rimrock Village, \$1,080,000 for Casa Del Sol, and \$1,623,240 for Borrego Rim. The costs of preserving the low income units can be assumed at 20 percent of project downpayments or mortgage loans. Table 3 summarizes the estimated costs associated with transfer of ownership of each project.

TABLE 3
COSTS OF TRANSFERRING OWNERSHIP

Project	Assessed Value	Ten Percent Downpayment	Mortgage Loan
Scenic View			
Entire Project	\$6,145,458	\$614,546	\$5,530,912
Rent-Restricted Units (20%)	\$1,229,092	\$122,909	\$1,106,182
Villa Vista			
Entire Project	\$4,416,324	\$441,632	\$3,974,691
Rent-Restricted Units (20%)	\$ 883,265	\$ 88,326	\$ 794,939
Rimrock Village			
Entire Project	\$5,401,920	\$540,192	\$4,861,728
Rent-Restricted Units (20%)	\$1,080,384	\$108,038	\$ 972,346
Casa Del Sol			
Entire Project	\$1,200,000	\$120,000	\$1,080,000
Rent-Restricted Units (20%)	\$ 240,000	\$ 24,000	\$ 216,000
Borrego Rim			
Entire Project	\$1,803,600	\$180,360	\$1,623,240
Rent-Restricted Units (20%)	\$ 360,720	\$ 36,072	\$ 324,648
Total Rent-Restricted Units	\$3,793,461	\$379,346	\$3,414,115

Source: Assessed values of projects obtained from the County of San Bernardino Assessor's Office, March 1992.

Refinance Mortgage Revenue Bond: The third option to preserve the low-income use restrictions on the five City and County multi-family housing bond projects is to refinance the mortgage revenue bonds that were issued to the owners. If refinanced, the projects would be required by the 1986 Tax Reform Act to commit their 20 percent low-income units for the greater of 15 years or as long as the bonds are outstanding.

To ensure the affordability of the 104 assisted units in Barstow, the City and the County can negotiate with the project owners to refinance the bonds. The costs to refinance each bond would therefore include the difference in interest rates on the remaining debt between the previous and the renegotiated bond packages, an issuance cost which amounts to approximately 3 percent of the bond to be paid upfront by the City or the County, and administrative costs. Thus, the project owners may not have a financial incentive to refinance unless bond interest rates

are well below rates on the initial bonds, and are combined with other incentives. More often, property owners prefer to either sell the property or to seek refinancing opportunities from private lending institutions and therefore be able to opt out of affordability controls. The owner of Casa Del Sol has indicated that he would be more interested in selling the property than in pursuing the refinancing option. Refinancing the bond may more likely be used in combination with transfer of ownership to a non-profit.

Replacement Costs

This section analyzes cost of constructing new low-income housing units to replace the 104 assisted units in Barstow should they be converted from low-income uses.

The cost of developing new housing depends upon a variety of factors such as density, size of the units (i.e. number of bedrooms), location and related land costs, and type of construction. According to City staff, general development costs per rental unit in the City are approximately \$55,000, including \$50,000 in construction cost and \$5,000 in land cost.

Using the average per unit cost of \$55,000, it would cost approximately \$5,720,000 to replace the 104 assisted units in Barstow, requiring a minimum downpayment of \$572,000. This amount is substantially higher than the \$3,793,461 preservation cost and related \$379,346 downpayment under a transfer of ownership scenario, and the costs (plus administrative fees) to refinance the bonds.

COST COMPARISONS

While annual Section 8 subsidies required to preserve the 104 assisted units are relatively low, long-term affordability of the units cannot be ensured. Other financial incentives may also be needed to make the negotiation packages more attractive to property owners.

Ownership transfer usually involves the project in its entirety. Also the costs of transferring ownership of a project to a public or non-profit agency are based on the projects' current values, which are usually marked-up to incorporate inflation and profit for the existing owners. In contrast, the costs to refinance an existing bond under the current owner(s) are based primarily on the outstanding debt. Therefore, refinancing the existing bond is probably the least costly preservation option. Yet again, based on discussions with some property owners, unless the City and County are able to assemble more attractive bond packages, the property owners are more likely to discontinue the low-income restrictions on the projects.

As previously discussed, total costs of new construction to replace at risk units is considerably higher than the costs associated with the different preservation options presented above. Nevertheless, new construction or the acquisition of

options presented above. Nevertheless, new construction or the acquisition of replacement housing by the City or by non-profit entities would assure the continued affordability of the units to a degree that subsidies would not. The following section discusses resources for preserving or replacing these units.

RESOURCES FOR PRESERVATION

This section discusses two types of resources available for preserving "at risk" units: a) financial resources potentially available to purchase or supplement existing units, or to build replacement housing, and b) entities with the interest and ability to purchase and/or manage replacement units. Although the dispersal of units at risk in Barstow within market rate projects makes it less likely that units will be preserved through acquisition, this is still an important resource to consider for possible purchase or construction of replacement units.

Financing/Subsidy Resources

There are a variety of potential funding sources available for potential acquisition, subsidy or replacement of units at risk. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, a variety of funding sources may be required.

CDBG Funds: Through the Community Development Block Grant (CDBG) program, HUD provides funds to local governments for funding a wide range of community development activities. Barstow is a participating City in the CDBG rehabilitation loan program administered through San Bernardino County. In addition, the City receives annual allotment for other housing-related programs. The City is allotted \$130,000 of CDBG monies for the fiscal year of 1992/1993, of which \$70,000 is designated to be spent on homeless housing programs. The City anticipates comparable amounts of CDBG allocation in the future. Should the need arise to use these funds for housing preservation in the future, a portion of the City's annual CDBG allotment could potentially be redirected.

Redevelopment Set-Aside: The City of Barstow currently has no available funds for set-aside housing because the City has precommitted bonded indebtedness. The City is operating in a deficit until the year 1996.

Housing Authority Reserves: Other potential sources of funding are the reserves of housing authorities. The San Bernardino County Housing Authority currently has roughly \$5 million to use to provide housing opportunities throughout the County. This money is subject to some restrictions and priority is given to projects which provide for the leverage and recycling of funds.

General Revenues: The City does not currently fund housing programs out of general revenue funds. However, staff time is dedicated to coordinating and administering housing programs

Administrative Resources

An alternative to providing subsidies to existing owners to keep units available as low income housing is for public or non-profit agencies to acquire or construct housing units to replace "at risk" units lost to conversion. Nonprofit ownership assures the future availability of purchased units as low-income housing. Several nonprofit agencies in Southern California have expressed interests in purchasing and or managing "at risk" or replacement units in San Bernardino County.

HomeAid: HomeAid is a non-profit corporation established by the Building Industry Association of Southern California to help alleviate the homeless problem in the region. The HomeAid program has a dual focus: to construct or renovate shelters for the transitionally homeless and to develop housing for low and very low income families and individuals. Projects completed or in progress in San Bernardino County by HomeAid include: 1) County Mental Health Facility - completion of the wing for children at risk; 2) Sports Kids University near Running Springs - refurbishment of 24 structures; 3) St. Mark's Homeless Shelter - construction for rain damaged unit and rehabilitation of a fourplex structure; 4) School Room - Review of need for a school room in the County; 5) Single Room Housing - preparation of a revitalization plan for a low-income apartment neighborhood and other affordable housing projects in the City of San Bernardino.

Southern California Presbyterian Homes (SCPH): SCPH is an experienced non-profit housing developer. Through CDBG, HUD Sections 202 and 221, and redevelopment set-aside funds, SCPH has developed many affordable senior housing units throughout Southern California. Using HUD Section 202 and Section 8 fundings, SCPH completed Sycamore Terrace, a low-income independent living facility in the City of Upland. Sycamore Terrace has 100 one-bedroom units, with nine units accessible by handicapped persons.

QUANTIFIED OBJECTIVES

It is the objective of the City and the County to either retain or replace as low income housing all 104 units scheduled to convert between July 1, 1989 and July 1, 1999. The County has expressed its commitment to preserving the at risk County bond units through refinancing.

PROGRAMS FOR PRESERVATION

The City plans to monitor "at risk" housing units to ensure units will not be lost as low income housing.

Policies

Policy 1: Attempt to preserve rent-restricted housing in the City that is at risk of converting to market rate housing by monitoring the prepayment status of projects, and identifying financial and organizational resources available to preserve these units.

Programs

Monitor Units At Risk: Maintain contact with owners of "at risk" units as restriction expiration dates approach to determine the intent of property owners. Discuss with owners the City's desire to preserve the units at rents affordable to existing low and very low income tenants.

Time Frame: The earliest potential conversion dates for "at risk" projects in Barstow are as identified in the following table. The City shall contact property owners one year prior to potential conversion dates to initiate discussions regarding options to preserve low-income use restrictions.

<u>Project Name</u>	<u>Project Address</u>	<u># Units Subject to Conversion</u>	<u>Potential Conversion Date</u>
Scenic View	755 Virginia Way	31	6/1995
Villa Vista	550 S. Yucca Rd.	27	1996
Casa Del Sol	1250 Barstow Rd.	8	1996
Rimrock Village	1801 Rimrock Rd.	28	4/1998
Borrego Rim	2011 Borrego Rd.	10	1998

Responsible Agency: Planning Department

Funding Source: Department budget, CDBG

Pursue Bond Refinancing: All "at risk" projects are financed under mortgage revenue bond programs. The City will coordinate with the County and the owners of at risk projects to encourage bond refinancing on these projects.

Time Frame: Ongoing

Responsible Agency: Planning Department

Funding Source: Departmental budget, CDBG

Work With Non-profits: Barstow will work with non-profit housing providers to explore and if appropriate, facilitate acquisition or replacement of "at risk" units.

Time Frame: If through the monitoring process a project is identified which will otherwise lose its status as affordable housing, immediately contact non-profit housing providers to solicit interest in participation.

Responsible Agency: Planning Department

Funding Source: Department budget, CDBG

Tenant Education: The City will work with tenants of "at risk" units in danger of converting. The City will provide tenants with education regarding potential tenant purchase of buildings, to explore possible rent subsidies and act as a liaison between tenants and nonprofits potentially involved in constructing or acquiring replacement housing.

Time Frame: At least six months prior to subsidy termination, as identified in the schedule presented for monitoring units at risk.

Responsible Agency: Planning Department

Funding Source: Department budget, CDBG

Encourage Project Owners to Participate in Section 8 Program: If detailed analysis and negotiation with project owners indicate that long-term rent restrictions cannot be secured on the units, the City will encourage owners to participate in the Section 8 rent subsidy program. The City will act as the liaison between the County Housing Authority and the "at risk" project owners.

Time Frame: Continually monitor status of extension of low-income use restrictions and encourage property owners to participate in the County Housing Authority Section 8 rent subsidy program immediately upon notification of owners' decision to discontinue low-income use.

Responsible Agency: Planning Department

Funding Source: Department budget

Assist Tenants of Existing Rent-Restricted Units to Obtain Priority Status on Section 8 Waiting List: The County Housing Authority has established three categories of priority applicants to receive Section 8 certificates: 1) evicted or homeless households; 2) households living in substandard housing units; and 3) households paying more than 50 percent of income for rent and utilities. The City will assist tenants of "at risk" units to obtain third priority status if there were a conversion to market rate and if tenants' income and housing costs meet eligibility requirements.

Time Frame: Continually monitor status of extension of low-income use restrictions and assist tenants to apply for priority status immediately upon notification of owners' decision to discontinue low-income use.

Responsible Agency: Planning Department

Funding Source: Department budget

**CITY OF BARSTOW
HOUSING ELEMENT AMENDMENT
TO ADDRESS SB 1019**

Housing element legislation passed in 1991 (SB 1019) now requires quantified housing element goals to be established by income category. The quantified goals now have to establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved during the five-year housing element period. (Government Code Section 65583 (b)(2)).

In response to this requirement, the 5 Year Housing Goals established in the Barstow Housing Element (Page VI-13) have been disaggregated by income category. In addition, the housing conservation goal now includes conservation of the 104 low income units developed under the multi-family bond program at risk of conversion to market rate.

The following are the revised 1989-1994 Barstow Housing Element Goals:

HOUSING GOAL	INCOME CATEGORY				
	Total	Very Low	Low	Mod	Upper
Housing Construction (Regional Housing Need)	877	137	198	197	344
Housing Rehabilitation ¹	150	110	40		
Housing Conservation (Low Income Bond Units, Rent Subsidies, Public Housing, Mobile Homes)	1,129	590	531		

¹ Income distribution for rehabilitation goals based on targeting of specific rehab programs in City.

U.C. BERKELEY LIBRARIES



C124906889

